

EVIDENCE

RECORDED BY

THE COMMITTEE APPOINTED BY GOVERNMENT

UNDER

Resolution (Police Department) No. $\frac{373}{VIII-186A-2}$, dated 6th June, 1890,

TO ENQUIRE INTO CERTAIN QUESTIONS CONNECTED WITH

THE POLICE ADMINISTRATION

OF THE

NORTH-WESTERN PROVINCES & OUDH

P R E F A C E.

It has been found impossible to publish the whole of the evidence recorded by the Committee in full, owing partly to its very voluminous character and partly to the fact that some two-thirds of the replies to the Committee's questions were submitted by the native witnesses in the vernacular. The time it would have taken to have all these answers translated, corrected, and printed for publication, would have unduly delayed the submission of the Committee's Report.

2. In compiling this volume of evidence, the following course has therefore been adopted.

3. Abstracts of all the replies by District Officers and District Superintendents to Part I. of the Committee's questions have been given, only those answers being printed in full which were considered to be of special interest. Each set of answers has been printed under the question to which they refer. Special Notes on subjects not touched on in the Committee's questions have also been added.

4. The same plan has been followed in regard to Parts II. and III. of the questions. But in order to further shorten the record, those questions, with the replies thereto, which related merely to statistics, or matters not of general interest, have been entirely omitted.

5. Of the answers to Part I. submitted by other witnesses (numbering in all 263), summaries have been drawn up, and selected replies have been printed in full. Abstracts of the evidence given by a few witnesses of special experience and whose opinions appeared to be entitled to weight, have also been given.

6. In addition to the above a separate and full abstract has been placed on record of all the evidence tendered on the subject of Railway Police Organization.

7. In compiling this volume the Committee have attempted, without unduly lengthening the record, to give the gist of the evidence received from both the general public and the official classes on all the points submitted to them for consideration. The evidence, condensed as it has been, still occupies 430 pages of printed matter. To publish it in full, 10 volumes of a similar size would hardly have sufficed.

TABLE OF CONTENTS.

	PAGES,
I.—Questions framed by the Committee, Part I.	1 to 8
Do. do. Part II.	9 to 12
Do. do. Part III.	13 to 18
II.—Opinions of District Officers & District Supdts. of Police in reply to Part I...	19 to 142
Do. do. do. do. Part II...	143 to 172
Do. do. do. do. Part III...	173 to 226
III.—Special Notes by certain Officers	227 to 232
IV.—List of witnesses examined	233 to 252
V.—Summary of answers by witnesses other than District Officers and District Superintendents of Police	253 to 282
VI.—Selected replies by do. do. do. ...	283 to 380
VII.—Abstract of evidence of certain witnesses	381 to 404
VIII.— Do. do. on Railway Police Organization	405 to 430



VOLUME OF EVIDENCE.

ERRATA:

In the opinion of District Officers and District Superintendents of Police, in reply to the questions framed by the Police Committee.

PART I.

Page 49.—Mr. Neale's reply, *for* "once it is found out not to pay" *read* "once it is found not to pay."

„ 53.—In the 2nd line of Mr. Holme's reply, *for* "on" *read* "in."

„ 54.—Mr. Wright's reply, *for* "Galorian" *read* "Gaborian."

„ 61.—Mr. Quin's reply, *for* "proves" *read* "proved."

„ 63.—Mr. Alexander's reply, 2nd line from bottom, *for* "rigidly" *read* "rapidly."

„ 65.—Mr. Ryves' reply, *for* "breaks" *read* "leaks."

„ 74.—Mr. White's reply, *for* "anomaly" *read* "anomaly."

„ 78.—Mr. Gray's reply, *for* "dissatisfied" *read* "dissatisfied."

PART II.

Page 23.—Mr. Petre's reply, *for* "permssible" *read* "permissible."

PART III.

Page 25.—Mr. Thomas' reply, *for* "exists" *read* "exist."

„ 34.—Mr. Hoskins' reply, *for* "large position" *read* "larger portion."

„ 35.—Mr. Hoskins' reply, *for* "Dhanori Kahárs" *read* "Dhaulri Kahárs."

In the Summary of Replies of Witnesses.

Page 15.—In the middle of the page, remove comma after "assured" and insert comma after "sides."

„ 15.—Last paragraph, insert commas after "arms" and "murder" in place of full-stops, and *for* "all are" *read* "are all" in the fourth line.

„ 27.—In the last paragraph, *for* "remidies" *read* "remedies."

„ 29.—In the middle of the page, *for* "with these single" *read* "with this single."

In the Selected Replies of Witnesses.

Page 7.—*For* "en pepart" *read* "en passant" in the first paragraph.

„ 59.—In the margin, *for* "Shaháranpur" *read* "Saháranpur."

„ 72.—Last word, *for* "separat" *read* "separate."

„ 79.—The note is by *Magistrate* not *Court Inspector*.

„ 98.—Lála Nihal Chand's reply, *for* "tatooed" *read* "tattooed."

In the Abstract of Evidence regarding Railway Police Organisation.

Page 13.—In Captain Ryves' reply to question 4, *for* "Oudh and Railway" *read* "Oudh and Rohilkhand Railway."

„ 15.—In the paragraph in the middle of the page, insert commas after "force" in the 7th line and "Provinces" in the 9th line in place of the full-stops.

QUESTIONS FRAMED BY THE POLICE COMMITTEE.

PART I.

Note.—(1). Witnesses are invited to answer those questions ONLY with regard to the subject-matter of which they hold decided opinions, or have special knowledge.

(2). Witnesses desiring any of their answers not to be made public are requested to mark them "Confidential," and the Committee will treat them accordingly.

(3). It is particularly requested that the answer to each question may be recorded separately, and that the printed question may be detached and pasted above the answer to which it relates.

Main head of inquiry.

Sub-head of inquiry.

Questions.

Point (1). Method of recruitment of Officers.

1. Would you recommend that appointments to the grades of Inspector, Sub-Inspector, and Head Constable be made direct or by promotion from the lower grades ; or partly by one method and partly by the other ? If the latter, in what proportions ?

Ditto.

Ditto.

2. If you are not in favor of any direct appointments, what plan would you propose to secure men of good position and education for the police as probationers, with a prospect of rising to be Inspectors when trained ?

Ditto.

Ditto.

3. By whom and in what manner should appointments be made to the following grades ?—

(1). Inspector.

(2). Sub-Inspector.

(3). Head Constable.

Do you consider the present rules on this point, as contained in paragraphs 5 to 15, pages 2 to 4, Police Manual (Organization), sufficient, or would you recommend any alteration ? If so, in what points ?

Point (4). Method of recruitment of Constables.

4. Have you any suggestions to make for improving the present system of recruitment of Constables ? Should the recruitment be confined to certain castes ? And if so, in what proportions ?

<i>Main head of inquiry.</i>	<i>Sub-head of inquiry.</i>	<i>Questions.</i>
Point (1).	Educational or other qualifications to be required of Investigating Officers.	5. Should any educational qualifications be prescribed for admission by direct appointment to any of the grades of Investigating Officers? If so, what test would you suggest for admission to each grade: Inspector, Sub-Inspector or Investigating Head Constable?
Ditto.	Ditto.	6. Do you consider it necessary to prescribe any physical qualifications?
Point (4).	Salaries of Constables.	7. Do you think that the pay now given to the lowest grade of Constable is sufficient to attract satisfactory recruits? If not, what would you suggest as the lowest salary?
Point (2).	System of investigation.	8. What is the lowest grade of officer, and on what pay, who should, in your opinion, be entrusted with the duty of making an original investigation?
Ditto.	Ditto.	9. Do you consider that any alteration should be made in the rules for inquiries into reports of burglaries and thefts (Circular No. 19, dated 20th June, 1883?) And if so, what amendment is, in your opinion, desirable with a view to diminishing the number of investigations likely to lead to no result?
Ditto.	Ditto.	10. Are you of opinion that the rule contained in Section 61, Criminal Procedure Code, limiting the detention of an accused by the Police to 24 hours, should be extended? And if so, to what period and for what reasons?
Ditto.	Ditto.	11. With reference to Section 170 and Section 173, Criminal Procedure Code, as amended by Section 7, Act X of 1886, and G.O. Judicial Criminal Department No. ⁸⁹⁰ VI-385-20, dated 9th April, 1886, should the District Superintendent of Police be empowered, on receipt of a "chalán," and before submitting the case to a Magistrate— (1) to discharge witnesses who, in his opinion, are unnecessary; (2) to apply for a remand, Section 167, Criminal Procedure Code; and
Point (2).	System of investigation.	

<i>Main head of inquiry.</i>	<i>Sub-head of inquiry.</i>	<i>Questions.</i>
		(3) to discharge on bond (Section 169 Criminal Procedure Code), accused persons against whom he considers the proof to be insufficient, or in whose cases further inquiry appears to be necessary ?
Point (2). Method of detection.		12. Is it desirable to set apart any members of the Police Force, whether officers or men, for the special work of detection ? If so, under what conditions as to pay and rewards ?
Ditto.	Ditto.	13. Have you any suggestion to offer with regard to the present system of rewards to the Police or the public (<i>vide</i> paragraphs 27 to 32, pages 93 to 97, Police Manual ?)
Point (7). Alleged malpractices by members of the Police Force.		*14. Can you instance any cases of Police malpractices which have come under your own immediate observation ?
Ditto.	Ditto.	*15. Do you think that the charges against the Police are to any great extent caused by the system of detaining a large number of men on the spot during investigations ? Can you suggest any remedy for this practice ? Do you think, if the Investigating Officer were required to keep a daily register of all persons present during the investigation, the practice could be kept in check ?
Ditto.	Ditto.	*16. Can you suggest any measures for checking alleged malpractices by members of the Police Force, the adoption of which would, in your opinion, be either advisable or practicable ?
Point (6). Appointment of Court Inspectors.		17. Are you in favor of the present system of appointing Court Inspectors from the Police Force to conduct prosecutions in the Magistrates' Courts ; or would you, in lieu thereof, consider it advisable to give a retainer to some local Pleader to conduct such cases at so much a day or case ?
Point (6). Qualifications to be required of Court Inspectors.		18. What is your opinion regarding the educational or other qualifications which should be required of Court Inspectors ? Do you think they should be required to pass the Mukhtars' or Pleaders' Examination

*Note.—The word "malpractices" in questions 14 to 16 is intended to include not only such action as would render the Police liable to prosecution, but all classes of misconduct in any way injurious to the interests of the public.

*Main head of
inquiry.*

*Sub-head of
inquiry.*

Questions.

as laid down in High Court Circular Order No. 9 of 1889, or the Examination for Police Officers as prescribed in Government, North-Western Provinces Notification No. - $\frac{233}{VI-28}$ B, dated 25th March, 1890, or any other educational test?

Point (6). Court Inspectors as the Prosecuting Agency in the Magisterial Courts.

19. Do you think that G. O. No. $\frac{1300}{VI-395}$, dated 11th January, 1887 (passed under the provisions of Section 495, Criminal Procedure Code), laying down that prosecutions in Magistrates' Courts should not be conducted by any officer below the rank of Inspector, should be maintained; or should Sub-Inspectors, who have passed the qualifying test, be allowed to enter the ranks of Court Inspectors, and to conduct prosecutions?

Point (5). Organization of the Municipal Police.

20. Would you recommend any alteration in the strength of the Municipal Police, or the substitution of regular Police for Chaukidars to any extent, or in any of the Municipalities in your district? If so, submit definite proposals, giving your reasons for any change you may suggest.

Ditto.

Ditto.

21. To what caste do your Municipal Chaukidars chiefly belong, and, on the whole, do you consider them a fairly satisfactory body?

Ditto.

Ditto.

22. Is the proportion of Municipal Jemadars to Chaukidars fixed on any definite scale, and would you suggest any alteration?

Ditto.

Ditto.

23. Is the present scale of pay for Municipal Jemadars and Chaukidars sufficient? Should there, in your opinion, be any alteration in the grade and pay of either or both?

Ditto.

Ditto.

24. Is any provision made in the Municipal Budget for rewards to Jemadars or Chaukidars doing good service? If not, do you think some such provision should be made?

Point (5). Organization of the Municipal Police.

25. Are quarters provided for your Municipal Police? If so, of what kind and by whom? Can you suggest any improvement in this respect?

Ditto. Organization of the Police in Act XX Towns.

26. To what castes do the Act XX Police in your district chiefly belong; and do you consider them a fairly satisfactory body?

<i>Main head of inquiry.</i>	<i>Sub-head of inquiry.</i>	<i>Questions.</i>
Point (5).	Organization of the Police in Act XX Towns.	27. Under Clause 2, Section 33, Act XX of 1856, the proportion of Jemadars to Chaukidars in Act XX Towns is laid down as 1 Jemadar to 15 Chaukidars. Do you consider this a fair proportion, or would you suggest any alteration?
Ditto.	Ditto.	28. Is the present scale of pay prescribed for Jemadars and Chaukidars in the Act XX Towns of your district sufficient? Have you any alterations to suggest, either in the grades or pay of your Act XX Police?
Ditto.	Ditto.	29. Are quarters provided for the Town Police in the Act XX Towns in your district? Can you suggest any improvement in this respect?
Ditto.	Ditto.	30. Do the Act XX Police in any Act XX Town in your district exercise any powers, either in the direction of controlling the slaughter of cattle, or prevention of nuisances, other than those conferred on them by law (see Section 52, Act XX of 1856)?
Ditto.	Organization of the Rural Police.	31. Can you suggest any improvement in the present system of nomination and appointment of Village Chaukidars, as prescribed by Sections 3—6, North-Western Provinces Act, XVI of 1873, and Sections 29—32, Oudh Act, XVIII of 1876?
Ditto.	Ditto.	32. Under the present system do you consider that the Chaukidar is under the influence of the zemindar in respect to the exercise of his duties, and is that influence beneficial or the reverse?
Ditto.	Ditto.	33. Can you instance any specific cases of systematic neglect of duty, infringement of rules, or other malpractices, committed by members of the Rural Police Force? And if so, can you suggest any practicable remedies?
Ditto.	Ditto.	34. Do the Civil Police at stations (<i>i.e.</i> , the Investigating and Detective Agency) and the Rural Police (<i>i.e.</i> , the Reporting Agency), work well together? If not, can you assign any causes for their failure to do so; and can you suggest any practicable measures for securing a more cordial co-operation between the two forces?

<i>Main head of inquiry.</i>	<i>Sub-head of inquiry.</i>	<i>Questions.</i>
Point (5).	Organization of the Rural Police.	35. From what castes do you consider that it is expedient to select village Chaukidars; and from what castes, in what manner, and to what extent do you think that appointments should be restricted?
Ditto.	Ditto.	*36. Do you consider that the system of paying Village Police by jagirs has worked satisfactorily or the reverse? Give reasons in support of your opinion.
Ditto.	Ditto.	*37. Are the jagirs, as a rule, sufficient for the maintenance of the Chaukidars or Goraitis to whom they are assigned? Is there any difficulty in filling up vacancies, or in maintaining the Chaukidars or Goraitis in possession of their jagirs?
Ditto.	Ditto.	*38. What suggestions have you to make for remodelling the Rural Police Force in your district so as to render it more efficient?
		<i>Note.</i> —In reply to this question the date of the last re-allocation of the Chaukidars and Goraitis should, if possible, be given, specific proposals should be made, and the financial results of such proposals should be shown.
Point (10).	Surveillance of Criminal Tribes.	39. Have you had any experience of Criminal Tribes, or wandering gangs? If so, state separately for each tribe or gang whether, within the last generation, there has been any radical change in their means of livelihood; if so, to what causes you would attribute it, and has the change been in the direction of honesty or criminality?
Ditto.	Surveillance of Time-expired Convicts.	40. Are you aware of any instances in which Police surveillance over Time-expired Convicts has been made an engine of oppression? If so, instance any such cases.
Ditto.	Surveillance of habitual offenders.	41. Do you consider that the present system of surveillance over bad characters is open to objection? Can you quote any instances, within your knowledge, in which the system has led to oppression? Have you any measures to suggest with a view to maintaining a proper system of surveillance over such characters, and at the same time removing the abuses complained of?

**Note.*—These questions refer only to the Oudh districts and to the districts of Basti, Gorakhpur, and Mirzapur in the N.-W. Provinces.

<i>Main head of inquiry.</i>	<i>Sub-head of inquiry.</i>	<i>Questions.</i>
Point (10).	Surveillance of habitual offenders.	42. With reference to the question of placing the criminal classes under Police surveillance, how would you define the term "habitual offender?" Would you include in this category all persons convicted of certain classes of crime, or would you make the definition dependent on the number of convictions, or how?
Ditto.	Ditto.	43. Have you found within your experience that it is difficult to obtain the evidence of <i>respectable</i> witnesses against known bad characters? If so, to what cause would you attribute the difficulty, and can you suggest any remedy?
Ditto.	Ditto.	44. What is your opinion regarding the efficacy of the provisions of the Criminal Procedure Code for taking security for good behaviour, with special reference to Section 110 relating to habitual criminals? Do you consider that these provisions are sufficient to enable Magistrates to deal effectually with this class? If not, what are the defects in the system, and what remedies can you suggest?
Ditto.	Ditto.	45. If in lieu of imprisonment, in default of furnishing security for good behaviour, Magistrates were empowered to order a suspected person to be subjected to strict surveillance, under rules similar to those prescribed in the case of proclaimed criminal tribes, do you consider the alternative would be of practical advantage, and would it be utilized by Magistrates?
Ditto.	Ditto.	46. Can you suggest any practicable method for improving the present system of identifying habitual criminals: either by the use of photography, anthropometry, or by any other means?



सत्यमेव जयते

PART II.

Note.—It is particularly requested that the answer to each question may be recorded separately, and that the printed question may be detached and pasted above the answer to which it relates.

<i>Main head of inquiry.</i>	<i>Sub-head of inquiry.</i>	<i>Questions.</i>
Points (1) & (4).	Training of members of the Police Force.	1. Should the Civil and Armed Police be kept entirely separate, or should the whole body of the Police be trained in the duties now performed by the Armed Police, <i>i. e.</i> , drill, guards, escorts, musketry practice, &c. ? If so, to what extent, and for what period ?
Ditto.	Ditto.	2. What subsequent training would you propose for—(1) Constables ; (2) Officers ?
Ditto.	Ditto.	3. Have you any suggestions to offer for the improvement of the present rules for departmental examinations as contained in the <i>Police Manual</i> (pages 22 to 26), and Inspector-General of Police's Circular No. 19, dated 7th September, 1889.
Ditto.	Promotions and punishments.	6. Do you consider that the rules regarding promotion in the Police Force, as contained in the <i>Manual of Government Orders</i> , Department VIII, pages 1 to 4, are sufficient; or do you think they require amendment. And if so, in what particulars ?
Ditto.	Ditto.	7. Do you think that District Superintendents of long standing on the one hand, and young officers who have recently joined on the other, should have equal powers as regards appointments, promotions and punishments ? If not, what modification would you propose in the existing rules ?—(<i>Government Manual</i> , pages 1 to 4, Department VIII).
Ditto.	Ditto.	8. Do you consider the present scale of punishments and the system of awarding them satisfactory, or would you propose any alterations therein ?—(<i>Vide</i> pages 32 to 35, <i>Police Manual</i>).
Ditto.	Ditto.	9. What is your opinion regarding the rules—(a) for the initiation of prosecutions against members of the Force under Section 29, A c V, 1861 ; and (b) in respect of

<i>Main head of inquiry.</i>	<i>Sub-head of inquiry.</i>	<i>Questions.</i>
		appeals by members of the Force from orders by District Superintendents of Police, or Magistrates inflicting departmental punishments? Do they require any amendment? If so, in what particulars?
Point (1).	Salaries of Investigating Officers.	11. Should station allowances be granted to officers of inferior grades when appointed to the charge of Police stations? And if so, on what principle and on what scale?
Point (2).	Method of detection.	13. Would it, in your opinion, be expedient to extend the system of inter-communication between districts and provinces, at present to a certain extent in force with regard to cattle-thefts, to the investigation of other classes of serious crime? If so, what method would you advise?
Point (6).	Appointment of Court Inspectors.	14. Should Court Inspectors be graded in the same list with other Police Inspectors or kept on a separate list of their own? If on a separate list, what suggestions have you to make as to their selection and appointment?
Ditto.	Qualifications to be required of Court Inspectors.	15. Would you in any way limit the right of any member of the Force to attend the examination qualifying for the post of Court Inspector?— <i>e. g.</i> , would you restrict the right to certain grades, and would you require any preliminary departmental certificate of fitness?
Point (3).	Pay and grades of Constables.	17. How many grades of Constables would you maintain, and in what proportions? What pay would you suggest for each grade?
Point (8).	Means of lightening Police work at Head-Quarters.	19. Is there any object in maintaining the rule that all clerks, munshis, &c., employed in the District Superintendent of Police's office must be members of the Police Force (page 255, <i>Police Manual</i> ?) Give reasons in support of your opinion?
Ditto.	Ditto.	20. Do you consider that the following posts in the District Superintendent's office should be filled by persons employed in <i>Police offices only</i> ; or would you make them interchangeable with similar posts in the District Magistrate's office?

<i>Main head of inquiry.</i>	<i>Sab-head of inquiry.</i>	<i>Questions.</i>
Point (8).	Means of lightening Police work at Head-Quarters--(continued).	<p>(1). English clerk and assistants. (2). Accountant and assistants. (3). Reader and assistant. (4). Record-keeper and assistant. (5). Statistical clerk. (6). Copyists. (7). Despatcher. (8). Daftri.</p> <p>Give your reasons in each case ?</p>
Ditto.	Ditto.	25. Can you suggest any method of diminishing the number of the returns now prescribed for submission from the District Superintendent of Police's office ? Are there any of them which might, in your opinion, be done away with altogether, curtailed, amalgamated with others, or submitted at longer intervals ? Give a list of any such, together with the grounds of your suggestion in each case ?
Ditto.	Ditto.	30. Would there be any objection to the compilation of the vital statistics received from Police stations being made over to the mortuary clerk in the Civil Surgeon's office, instead of being done, as it is now, by the statistical clerk in the District Superintendent of Police's office ?
Ditto.	Means of lightening Police work at Stations.	31. Can you suggest any method of reducing the number of copies now made of entries in the register of charges ?—(<i>Vide</i> Police Circular No. 22, dated 1st December, 1886).
Ditto.	Ditto.	32. With reference to para. 37, page 296, <i>Police Manual</i> , can the number of registers now kept up at Police stations be reduced ? What registers would you abolish, for what reasons, and how would you provide for the record of the necessary information contained in them ?
Ditto.	Ditto.	33. Can you make any suggestions for reducing the clerical work involved in the preparation of—(a) daily and (b) special diaries ?

See Inspector-General of Police's Circular No. 16, dated 31st May, 1885, page 255, *Police Manual*.

NOTE.—The questions omitted in Part II, viz. 4, 5, 10, 12, 16, 18, 21 to 24 (inclusive), 26 to 29 (inclusive) 34, 35 and 36, had reference only to statistics collected for the Committee's information, and not being of general interest, it was considered unnecessary to publish them.



सत्यमेव जयते

PART III.

Note.—It is particularly requested that the answer to each question may be recorded separately, and that the printed question may be detached and pasted above the answer to which it relates.

<i>Main head of inquiry.</i>	<i>Sub-head of inquiry.</i>	<i>Questions.</i>
Point (4).	Salaries and recruitment of Constables.	1. Have you experienced any difficulty in recruiting? And if so, do you consider it to be due, either wholly or in part, to the low pay at present offered to Constables?
Point (2).	System of investigation.	2. How far are the provisions of paras. III and IV, Circular No. 2, dated 30th March, 1864 (page 151, <i>Police Manual</i>) with reference to the duties of Inspectors, observed in your district? Have you reason to think that Inspectors interfere in investigations more than they should do?
Point (6).	Court Inspectors as the Prosecuting Agency in Magistrates' Courts.	3. Can the whole work of the Court Inspector, as regards prosecutions in Courts be efficiently done by one man in your district? If not, give figures in support of your opinion?
Ditto.	Ditto.	4. If the whole of the prosecuting work cannot be done in your district by one man, would you appoint a duly qualified assistant, or what other plan would you propose?
Point (9).	Numerical strength of Constabulary.	6. Do you consider the present arrangement of Police stations in your district satisfactory in respect of the areas, population and returns of cognizable crime, in the various Police Circles, and their grading as Police stations of the 1st, 2nd and 3rd class? If not, what proposals for its improvement have you to make?
Ditto.	Ditto.	8. Do you consider the present strength prescribed for each class of Police station adequate to meet present requirements, or would you suggest any alteration?

Were the Civil Police relieved of the work of serving summonses in non-cognizable cases, would any reduction in the prescribed strength of the Station Police be rendered practicable?

<i>Main head of inquiry.</i>	<i>Sub-head of inquiry.</i>	<i>Questions.</i>
Points (8) and (9).	Means of lightening Police work and thereby rendering sufficient, or even allowing of a reduction in the present Force.	11. With reference to the different scales laid down for escorts of treasure in the North-Western Provinces and Oudh (<i>see</i> pages 122 and 123, <i>Police Manual</i>), do you consider the scale prescribed for the North-Western Provinces sufficient?
Ditto.	Ditto.	13. If the work of serving summonses in non-cognizable cases were made over to a special staff of peons under the Nazir or Court Inspector, would the change afford any appreciable relief to the Civil Police in your district; and would you recommend the work being made over to the Nazir or to the Court Inspector? State what additional staff would be required in either case?
Point (5).	Organization of the Municipal Police.	14. With reference to the return (Form B) you have been asked to furnish under Police Committee's No. 4PC., dated 21st June, 1890, do you consider the strength of the Municipal Police employed within the Municipalities of your district sufficient, and their organization satisfactory?
Ditto.	Ditto.	16. What is the system of patrolling in force in each Municipality in your district? Are regular beats prescribed; and for what length of time is each man required to be on duty?
Ditto.	Organization of the Rural Police.	23. Do you consider the numbers of Rural and Road Police in your district sufficient, and their allocation satisfactory; or would you suggest any alterations either in strength or allocation?
Ditto.	Ditto.	24. What is the practice followed in your district in appointing Rural and Road Police? In what proportion are the zemindars' nominees accepted, and what proportion are appointed direct by the District Superintendent of Police under the Magistrate's sanction?
Ditto.	Ditto.	25. Is there any restriction enforced in your district as to the caste of men to be appointed?
Ditto.	Ditto.	26. Are there any Jemadars of Rural or Road Police in your district (<i>see</i> Statement V appended to the Police Administration Report for 1888). Under what system are they appointed, how is their pay provided for, and what duties do they perform?

<i>Main head of inquiry.</i>	<i>Sub-head of inquiry.</i>	<i>Questions.</i>
Point (5).	Organization of the Rural Police.	27. Has the introduction of Jemadars of Road or Rural Police in your district been a success? If not, can you indicate the causes of failure?
Point (10).	Surveillance of Criminal Tribes already proclaimed in whole or part under Act XXVII of 1871.	<p>(1). Sanauriahs. (2). Aheryas. (3). Haburahs. (4). Barwars (5). Sansias—known also as— (a). Gidbas. (b). Beriahs. (c). Radhua Kanjars. (d). Bhatus.</p> 28. Are there in your district any of the tribes marginally noted? If so, can you give approximately the numbers of each tribe?
Ditto.	Ditto.	29. Have any of the tribes mentioned in the last question been brought under any sort of surveillance in your district? If so, what measures have been adopted to that end, and how far have such measures been successful?
Ditto.	Surveillance of Criminal Tribes which have not yet been brought under the provisions of the Criminal Tribes Act.	30. Are there any tribes in your district which, though not proclaimed, come under the definition of Criminal Tribes as contained in Part 1, Section 2, Act XXVII of 1871? What kind of surveillance, if any, has been exercised over them, and with what result?
Ditto.	Ditto.	31. If there are any such, state for each tribe, so far as you are able— (a) their approximate numbers ; (b) the class of offences to which they are addicted ; (c) whether the whole tribe or only certain portions are criminal ; (d) whether the criminal portion can be discriminated ; (e) what are the occupations and modes of livelihood of the non-criminal portion ? (f) whether, in your opinion, the whole, or any portion of the tribe, should be brought under the provisions of Act XXVII of 1871 (the Criminal Tribes Act?)
Ditto.	Surveillance of Wandering Gangs.	32. Has any attempt been made in your district to control the movements of wandering gangs? If so, explain the procedure which has been adopted, and give your opinion as to its effects, and whether it has proved a success?

<i>Main head of inquiry.</i>	<i>Sub-head of inquiry.</i>	<i>Questions.</i>
Point (10).	Surveillance over Time-expired Convicts.	33. Are there in your district any convicts who have, under orders recorded on their warrants of imprisonment by the Judge or Magistrate, been made over to local surveillance at the expiry of their sentence (<i>vide</i> para. 3 (1), page 177, <i>Police Manual</i>), and do you know of any legal warrant for this procedure?
Ditto.	Ditto.	35. What is the system of surveillance over Time-expired Convicts in force in your district? Do you consider that the surveillance, as now prescribed, is sufficient and successful? If not, what alterations would you propose?
Ditto.	Ditto.	37. State how many of the Time-expired Convicts registered in your district have, within the last three years— (1) returned to their villages, and continued to live there; (2) returned for a time, and then migrated elsewhere; (3) never returned, but taken up their abode elsewhere. Give your opinion as to whether the surveillance exercised by the Police has caused Time-expired Convicts to change their places of residence?
Ditto.	Ditto.	38. In cases in which Time-expired Convicts have not returned to, or have subsequently left their homes, what steps are taken to ensure their being kept under surveillance in the places to which they have migrated? Have you any suggestions to make on this subject?
Ditto.	Surveillance of habitual offenders.	41. What is the number of bad characters entered in Register No. 10 in each thana of your district? On what system is the surveillance of these bad characters carried out, and to what extent is it secret, as prescribed in Rule 2, clauses III and IV, page 176, <i>Police Manual</i> ?
Ditto.	Ditto.	42. To what extent are the provisions of Section 110, Criminal Procedure Code, for taking security for good behaviour from habitual criminals, acted on in your district?

*Main head of inquiry.**Sub-head of inquiry.**Questions.*

During the last ten years how many cases have been decided under the provisions of this Section—

- (a) in which security was furnished ;
- (b) in which imprisonment for default was awarded ;
- (c) in which security for good behaviour was forfeited ?

Point (8). Means of lightening Police work at Head-Quarters.

44. Can you state, approximately, the average annual number of circulars, copies of orders, descriptive rolls or other papers, which have to be sent to every thana in your district ?

Ditto.

Ditto.

45. How long does it take you, on an average, to write up your Daily Crime Register (Circular No. 29, dated 14th October, 1881) ; and how is it written up in your absence ?

Ditto.

Ditto.

46. In your district has the District Superintendent's office any work connected with—

- (1) pound accounts ;
- (2) sepoys' remittances ;
- (3) any other work of a miscellaneous character not directly connected with Police business ?

If so, specify the different kinds of such work, and state whether, in your opinion they should remain with the District Superintendent ; and if not, to what office they should be transferred ?

Ditto. Means of lightening Police work at Stations.

48. In consequence of the issue of Circular No. 22, dated 29th October, 1889, do you find that the clerical work connected with the preparation of special diaries, has increased or not ? Is it the practice to record the full deposition of every witness examined, and are the depositions written in duplicate ?

Point (1) a. Organization of Railway Police.

49. Are all reports and diaries concerning cases occurring on railway lines laid before the Magistrates of districts in which they occur ?

NOTE.—The questions omitted in Part III, viz., 5, 7, 9, 10, 12, 15, 17 to 22 (inclusive), 34, 36, 39, 40, 43 and 47, had reference only to statistics collected for the Committee's information, and not being of general interest, it was considered unnecessary to publish them.

OPINIONS
OF
DISTRICT OFFICERS & DISTRICT SUPERINTENDENTS OF POLICE
IN REPLY TO

Questions framed by the Police Committee.

PART I.

Question 1.—Would you recommend that appointments to the grades of Inspector, Sub-Inspector, and Head Constable be made direct or by promotion from the lower grades; or partly by one method and partly by the other? If the latter, in what proportions?

APPOINTMENTS.—(1). INSPECTORS—

Hoskins, District
Superintendent of
Police, Meerut.

(a). *Visiting or Circle Inspector.*—Appointments to the grade of Visiting or Circle Inspector should, under no circumstances, be made direct. The system of putting in men of good position as Honorary Inspectors has been tried, and, with very rare exceptions, the men so put in have proved absolute failures. Tact necessary for the management of a Police Circle consisting of half-a-dozen stations, and detective ability required in cases which are beyond the capabilities of the local police, and in which the Inspector's superior knowledge and intelligence is demanded, are qualifications which experience alone can teach.

(b). *Court Inspector.*—See Part II, answer 14.

(c). *Reserve Inspector.*—Circular No. 2, March 30th, 1864, lays down that the Reserve Inspector should invariably be a European. Such men with good educational qualifications in English and the vernacular of the country, and with a thorough training in drill, can be obtained from the army. The pay offered is attractive; and if it was made known that a list was opened and men would be put in when vacancies occur, I have no doubt applications would come in from every British regiment serving in the country.

I would give a few appointments to Europeans with good qualifications who have not been in the army; but I would close this appointment to Eurasians. They are, as a rule, corrupt, apathetic and undisciplined, and hardly the men one would select to train young recruits. Much depends on the Reserve Inspector. He is, or should be, to the District Superintendent what the Adjutant is to the Commanding Officer of a regiment.

(2). SUB-INSPECTORS—

Direct appointments to the present 2nd grade might be made in the proportion of one direct appointment to three promotions from the grade of Head Constable. The men appointed direct to be sent to a police training school for two years, where they will have to pass examinations in law, practical work, drill and riding before they are confirmed in the force. The man selected by a District Superintendent of Police to be sent back to him when he passes out of the school. This rule will insure careful selections.

I admit the necessity of introducing new blood in the grades of officers; but too many men brought in direct would break the hearts of men fit to be officers, who have been working honestly and well with the hope of future advancement; and it would tend to make these men grasping, knowing that the chances of promotion were very small.

(3). HEAD CONSTABLES—

To be appointed direct to all grades. Promotions from the rank of Constable to Head Constable to be very rarely made: only when a Constable is found to possess the educational and other qualifications which would entitle him to future advancement, care being taken in selecting men for promotion whose honesty is unquestionable. The promotion of a Constable to the rank of Head Constable simply because he has served for thirty years without a fault, or because he has shown detective ability in a few cases, to be absolutely stopped. Long and good service and detective ability to be rewarded otherwise than by filling the lower grades of officers with men unfit for the position.

Reserve Inspectors only Europeans. Circle Inspectors by promotion. Direct appointments to Rs. 25 Grade of Head Constables, and to one vacancy in four in Rs. 10 grade.

Cantor, District Superintendent of Police, Saharanpur.

All Head Constables by promotion. Sub-Inspectors, three-fourths by promotion, one-fourth direct. Inspectors, one-fourth by promotion; three-fourths direct. All officers appointed direct to do six months' work in Reserve, and be one year more on probation.

Smith, Magistrate, Muzaffarnagar.

About one-eighth of the appointments should be direct. New blood and more respectable men wanted.

Petre, Magistrate, Aligarh.

Promotion generally by seniority. Only 10 per cent direct appointments.

Nugent, Superintendent, Dehra-Dun.

Altogether by promotion.

Would make a few appointments direct to Sub-Inspectors and Inspectors' grades, where men of good family and exceptional ability were obtainable. Such are difficult to get in any numbers. Advocates appointments being ordinarily made to the grade of Head Constable, with pay of Rs. 20 when stationary, and Rs. 30 when on tour.

Neale, Commissioner, Agra.
Blennerhasset, Judge, Agra.

I am decidedly in favor of retaining both methods of appointments. The thing is to get good men either by promotion or by direct appointment, in which latter I would include transfer from other departments. No proportion, hard and fast, need be laid down on such a point. It is a question of supply and demand. If, in a given district, the demand for Head Constables, Sub-Inspectors and Inspectors can be supplied by promotion, then I would give men already in the force the preference; but I would have it clearly laid down that the District Superintendent of Police and Magistrate are responsible for the selection of good men, and that the common excuse, that the subordinate officers of the department are worthless, will not be received as valid. This at once raises more than one difficult question; *e.g.*—Is the promotion to be made by the Magistrate or by the District Superintendent of Police? Can a District Superintendent of Police or Magistrate be held responsible for the appointments of his predecessors?

Finlay, Magistrate, Agra.

The first of these questions will be answered under question 3. As to the latter, it is impossible to hold a successor responsible for the appointments of his predecessors; and for this, among other reasons, I would leave the Magistrate and District Superintendent of Police as long as possible in one district. I do not forget that some districts are popular and some very much the reverse; but the public good must take precedence over private wishes. It may, for other reasons, be often necessary to move a Magistrate from one district to another, but not so in the case of the District Superintendent of Police, and the Magistrate must of course look to the District Superintendent of Police for advice as to promotions, &c. Opening the Service Blue-book at random I find Mr. Hoskins, District Superintendent of Police, has had seven changes in five years; Mr. Sharpe has had eight in seven years; Mr. Innes four in three years. Messrs. Hoskins and Sharpe have, I believe, a first-rate reputation, but it is quite obvious they could not know the rank and file of their subordinates as they should do owing to these continual changes. On account of furlough, privilege leave, &c., it may often be necessary to move Assistant District Superintendents of Police; but Superintendents should be left in one district much longer than they ordinarily are. They would then be responsible for promotions, and would really be fitted to accept the responsibility.

- Court, District Superintendent of Police, Agra. Would appoint one-fourth direct and three-fourths by promotion. Proportion of promotions should not be less, or officers will lose heart.
- O'Brien, Inspector, Agra. Direct appointments to Inspectorships should be very rare, say 1 in 12. To the Sub-Inspectors' grades 1 in 5, and to the Head Constables' grades 1 in 3. Recommends training for one year as cadets in a training school, with extension of six months to pass final examination. Says they should be carefully watched, and a copy of their confidential roll sent with them when drafted to districts. Is very strongly of opinion that Reserve Inspectors should be of purely European extraction, and should be carefully selected.
- Conybeare, Magistrate, Muttra. INSPECTORS should usually be promoted from Sub-Inspectors. Only European Inspectors should be appointed direct on probation.
- SUB-INSPECTORS.—Would appoint quite half direct from men of good family who have passed the Anglo-Vernacular Middle Class Examination. The remainder should be promoted from Head Constables.
- HEAD CONSTABLES.—Either direct or by promotion. If direct, would make Middle Class Vernacular the qualifying standard. Would not at first fix any definite proportion, as too large a proportion of direct appointments would tend to discourage Constables and to impair the quality of their work.
- O'Dowda, District Superintendent of Police, Muttra. INSPECTORS.—All by promotion on recommendations of Magistrate and District Superintendent of Police.
- SUB-INSPECTORS.—As far as possible by promotions from Head Constables; selections being made by District Superintendents of Police. A few direct appointments from men of good family and social position.
- HEAD CONSTABLES.—Three-fourths by grade promotion and one-fourth by direct appointment. A larger proportion of direct appointments would cause discontent in the ranks.
- For Reserves would have all Inspectors of purely European descent. Suggests further that District Superintendents of Police should be allowed to fill up three-fourths of the vacancies in the Rs. 25 grade of Head Constables by direct appointment of men of good family, social position and education, who should go through a regular course of physical training, &c., at some school centre, say Lucknow, and *during probation pay for their schooling.*
- Rose, Magistrate, Mainpuri. Would appoint chiefly by promotion, but would have a better stamp of men enlisted as Constables. Would not do away with direct appointments in the higher grades altogether, but would have a probationary period passed in the lower grades. Would give not less than two-thirds of the vacancies to men promoted from the lower grades; but the *quality* of the lower grades must first be improved.
- Alexander, Magistrate, Etawah. Always from the ranks by promotion if possible. Direct appointments in exceptional cases only. The practice of promoting men who are not really qualified, for want of better men, should be put a stop to. Careful selection can alone maintain a high standard in the force. District Superintendents of Police and Magistrates' opinions if in accord should be accepted, subject to concurrence of Inspector-General of Police in case of Inspectors.
- Harrison, Magistrate, Etah. Would promote, as a rule, up to Head Constable, and no Head Constable should have a right to claim promotion to a Sub-Inspectorship. Would have a list of candidates of good family and position kept up, and from it direct appointments should be made to Sub-Inspectorships.
- Connell, Magistrate, Bareilly. Mostly by promotion, with a few apprentices for direct appointment.
- Bullock, Magistrate, Bijnor. Considers Inspectors and Sub-Inspectors should be appointed generally direct. Head Constables both direct and by promotion. A margin should be left for promotion for proved efficiency and meritorious service.
- Holmes, Magistrate, Moradabad. Partly by each method, but would fix no proportion as unless the prospects of the service are much improved, there will be great difficulty in getting men to fill direct appointments.

Strongly disapproves of any direct appointments above the grade of Head Constable. Would promote in all cases from the lower grades. Says he always has lots of good men. The difficulty is to find vacancies for them.—(Statement shows 16 Sub-Inspectors and 69 Head Constables. Of these, 3 Sub-Inspectors and 43 Head Constables are incompetent).

Thomas, District Superintendent of Police, Moradabad.

Considers that, as a rule, all appointments should be made by promotion from the lower ranks. Would allow of the direct appointment of a few men of good family. Probation either without pay or on subsistence allowance for one or two years. Thinks the educational test should be a *sine qua non* for direct appointments, and Inspectors appointed direct should also know English.

Irwin, Magistrate, Shahjahanpur.

Would have a special grade for educated men on Rs. 10, and would promote from that, having an examination for each step. Thinks direct appointments have a disappointing effect on men who are superseded after working well for years.

Macpherson, Magistrate, Filibhit.

Advocates direct appointments to the lowest grade of Head Constables only, and to that grade only to half the vacancies, and with a probationary period of six months. Vacancies in all higher grades to be filled by promotion. Thinks discipline and knowledge of the men working under him are essential to every Investigating Officer.

Gray, Magistrate, Allahabad.

Would make direct appointments only to the grade of Head Constable and Inspector. To the latter, if the pay and position of the officer is raised as it should be, direct appointments would not be required, though a few (say 1 in 6) might be made of men of exceptional abilities with a thorough knowledge of English. These men would prove the best material for Court Inspectors. As regards Head Constables, literate Constables generally do well as Station Moharrir, hence they should have this opening, and all appointments to the lower grades of Head Constables should be made by promotion. On the other hand, it is the exception for a literate Constable to turn out fit for promotion to the higher grades. Advocates, therefore, the importation of outsiders at the higher grades of Head Constables in the proportion of 3 to 1. Thinks that no amount of theoretical training or intellectual capacity will enable a man to fill the post of Station Officer efficiently without at least *one year's training*.

Sharpe, District Superintendent of Police, Allahabad.

I consider that appointments to the ranks of Inspectors, Sub-Inspectors and Head Constables by promotion from lower grades is the only way to induce men to do their best in whatever grade they may be. The hope of promotion fairly earned is the best stimulant to good work. I would allow as a very rare case direct appointments to Inspectorships not above 1 in 10, in order to obtain men of *exceptional* qualifications, including good position and education; but not confined to either one of these alone, or even these two qualifications combined, unless the candidate is particularly intelligent and shows great aptitude and promise. The risk in direct appointments to Inspectorships is that it may be used as a form of patronage; and the officer who has control of this patronage is liable to pressure from old Government servants or native gentlemen. A man is not necessarily a good Police Officer because he is a *B. A.* In fact, I doubt if college education as given in India is at all likely to turn out a good Police Officer.

Wright, Magistrate, Cawnpore.

Moreover, if any direct appointments are made even to Inspectorships, I would insist on a man's learning his work in all grades. It is *training* that is so much wanted now-a-days. I never appoint direct to a Tahsildarship myself. I consider a man should learn his work as a Naib Tahsildar. Nor to a Naib Tahsildarship without the man having served a fair apprenticeship in one of the many posts of Ahlmad. I would never appoint direct to a Sub-Inspectorship, or so rarely that it may be called never: not once in fifty times. A man should be obliged to go in at a Head Constableship, and this would raise the standard of Head Constables. I do not think enough care is exercised outside the district to select good candidates.

A District Superintendent of Police is very careful about whom he promotes as a rule, and is not likely to risk work by putting in a bad officer. But outside the district the same care is not taken to thoroughly try a candidate before he is sent off to some District Superintendent of Police

with instructions to make him an Honorary Inspector, a Sub-Inspector direct, or even a Head Constable. In fact, as I said, it is very hard, as I know full well, to resist pressure when one has little patronage to bestow. The kinder you are the more you are, or rather the District Superintendent of Police, who is responsible for good work is, "let in." But to attract young men of good position and education, two things are necessary :—

(1) that they shall understand once for all they *cannot* go into the higher grade direct; and

(2) that they shall understand they *shall* have their promotions very quickly if they show they deserve it. That is the way young gentlemen who enlist get their commissions sometimes very soon. As a rule, a young gentleman does not get his commission simply because he is a young gentleman, but because he is that, and something more—a good Non-Commissioned Officer. Then the proposed increase in pay of Inspectors and Sub-Inspectors ought to be a great inducement to better men to come in. If an Inspector can rise to Rs. 500 per mensem pay, and a Sub-Inspector to Rs. 100, I think all that can be asked for has been given. The whole question is one of pay. You won't get young men "of position and education" into the Police if their hopes are bounded by a dead-wall limit of Rs. 200. When they get up to above Rs. 100 or 150, they begin hankering after Tahsildarships; and no man does his work well in his proper status if he is hankering after something better *elsewhere*. I consider the prospects of the inferior Police service too poor to attract good men at present. If Government is prepared to spend more money they will get better men,—men who are of good birth, with fair pay, are, as a rule, above taking bribes or doing a dirty action. If you don't pay them well, they *must* help themselves and keep up a certain position. A Sub-Inspector has to keep a horse; an Inspector, two. He must live well, dress well, entertain I expect to a certain extent, the same as a European Officer; and he can no more do that on this present salary than an acting Tahsildar on Rs. 83 per mensem. We almost drive men to resort to illegal additions to their pay by making that pay too small. The class of men we could get now are not, I think as a rule, naturally corrupt; but temptation is thrown in their way. It is so easy to make money without discovery: it is very hard to make ends meet, and they fall into the old ways—ways not looked upon with that contempt and disgust that such actions would meet with in a higher class of society. Except for the howl when the shoe pinches himself, I do not believe the average native sees anything wrong in bribery. We all have heard that the Civil Service was purified by Clive: money did it, and nothing else will do the same for the Police. Make the Police a Department in which it is an honour as well as profitable to serve, instead of as now, looked on with suspicion, when many a gentleman will not send his son into it because of his risk of corruption, and one of the chief difficulties which have now to be disposed of will disappear.

Hamblin. Magistrate, Cawnpore.

The first point is as to whether appointments are to be made direct or by promotion. The answer to this, as regards the Inspector rank, must entirely depend upon the career that would be open to a man appointed direct as Inspector. I mean, if you are going at the outset of a man's Government service, to place him in nearly the same position as he will be in at the end of the term of service; in other words, if, during the whole period of his service, he has relatively little to look forward to, then you cannot expect to get the best results. If Government is prepared to give a suitable career to Inspectors appointed direct, then I would strongly recommend their being so appointed. If you did not do this, you would run the certain risk of losing many men of good position who would not submit to go through the drudgery of rising slowly through the subordinate grades.

The next point, as to the proportion the number of direct appointments should bear to the total number, the answer is more difficult. The first limit necessary to impose is, that the number of direct appointments should never be so large as to destroy, or seriously imperil, the claim of every man in the lower ranks, who is qualified for this promotion, getting his chance of it. Arrangements must not be made which would result in a block of promotion in the lower grades to those who are qualified for

promotion. I should be inclined to say that the number of direct appointments should not exceed one-third of the whole number: they might be considerably less if men suitable for these appointments were not available. I would have the other two-thirds of appointments filled up by one-third being given to men promoted from the rank of Sub-Inspector by selection, and one-third by seniority. In my opinion, no one would be placed in the grade of Sub-Inspector who is not fit for the post of Inspector. If such a man did by some mistake find his way in among the Sub-Inspectors, his being there should not be held to give him a right to the promotion. My saying that all in the Sub-Inspectors' grade should be qualified for the higher grade does not conflict necessarily with my previous view that promotion out of this grade should be partly by selection. My principal idea, in the re-arranging of the rules of promotion, is to allow a man of distinctly superior merit every opportunity by rapid promotion of attaining high rank in the Police, so that he may be satisfied with the results of his success; and that other good men may also be in a position to feel that it is possible for them, too, by doing good work, to rise rapidly. The present system of promotion would, I believe, kill all the desire for doing good work out of any poor man with brains who had to enter the lower ranks of the Police. He would see so many of his companions promoted irrespectively of their bad work that it would be very difficult for him to think that his good work could do him any good, and he would drop back to the dull level of routine. In my opinion the ideal to be aimed at is rapid promotion for the very able man, ordinary promotion for the man of moderate abilities, and none at all for the fool.

In the Sub-Inspector grades I would therefore have promotion to Inspector as I have said above. In this rank a list would be drawn up of those specially qualified for promotion, and promotion would go in the grades one-third by selection and two-thirds by seniority. The aim of every one would be to get his name down on the list for special promotion, and a great stimulus to good work would thus be given. All entries on the list for special promotion would be made by the District Superintendent of Police, and confirmed by the Magistrate.

I am not prepared to recommend direct appointments to both ranks of Inspector and Sub-Inspector. Direct appointments should be confined to one of the two ranks. If a suitable career, either in the way of increase to pay, or promotion to the post of Deputy Collector, is not given to the Inspector, then I would be in favour of direct appointments being only given in the Sub-Inspectors' grade in the same proportion as before said.

I would be willing to allow direct appointments in the Head Constable rank. I should be prepared to consider this the usual rank to which men of brains and some family connections should be appointed. I would allow one-fourth of the vacancies in this rank to be filled up by direct appointment. I would have promotion go on the grades by one-third selection and two-thirds seniority. The lists to be prepared in the same way by the District Superintendent of Police, and confirmed by the Magistrate. I would recognise distinctly that it is not every one who is fitted for the post of Head Constable that is qualified to rise to the more important duties of Sub-Inspector. A certain number amongst the Head Constables would be marked by age or want of ability as unfit for higher promotion. Of the remaining three-fourths of the vacancies, I would recommend one-half to be filled up by promotion by seniority from the rank of Constable, and one-fourth to be filled by selection in a similar way.

Has no answers to give, but thinks that what is wanted is to create proper training schools for officers of all grades, to lay down standards of efficiency, and to insist that such standards are reached and retained. Thinks one of the greatest difficulties in the Police as in other Government departments, is the impossibility of getting rid of worthy though incompetent men. The chief remedy for incompetence is transfer, which merely aggravates the evil, as of all others, a policeman requires local knowledge. The current duties of a Police Officer are so heavy that he has no time for instructing or being instructed; and men are often set to perform duties without having been instructed in them at all.

Baker, Magistrate,
Fatehpur.

Kitts, Judge, Jaunpur.

Would appoint direct to Sub-Inspectors' grades, and promote thence to Inspectors' grades men of good social position. Would promote to Head Constable from Constable. Thinks that though a dishonest man on Rs. 5 would not become honest on Rs. 6, yet if the pay of Head Constables was raised to Rs. 25, 30 and 40, the prospect of promotion to those grades would do much to keep the men straight. *Suggests further that Assistant District Superintendents of Police should be made to serve as Inspectors for one or two years.* Also that Europeans and other gentlemen might in some cases be appointed direct to Inspectorships under Rule 6, Part 2, 1st March, 1881. Considers that the system of direct appointment advocated would not in itself be sufficient to ensure the high moral tone required among those officers ; but that they should also have held out to them the inducement of being promoted to Assistant District Superintendents of Police, or Deputy Magistrates' posts. Says, in Berar Police Inspectors have been found to make very good Deputy Magistrates.

Says—(1). Station Officers are the men who regulate the tone of the Police.

(2). Men of social standing fight shy of Police employ—

(a) because the Department has a bad name ; (b) because one always remains in a subordinate position to a Native Deputy Magistrate or Tahsildar. Suggests as remedies :—(1) rise of pay of Investigating Officers ; (2) appointment direct of men of good social standing to be Inspectors and Sub-Inspectors ; (3) promotion into the ranks of the superior Police and Deputy Magistrates for efficiency and merit.

Adams, Commissioner, Benares.

Partly direct and partly by promotion. Proportion to depend on the number of good men in the ranks. The number of direct appointments to be larger in the higher grades. Would have more Assistant Superintendents to give time for training, and would recruit District Superintendents of Police by competitions in England, or from those who have failed for the Civil Service.

White, Magistrate, Benares.

At least three-fourths by promotion.

Crooke, Magistrate, Mirzapur.

It would not, in my opinion, be advisable to lay down more hard and fast rules for the appointment of the superior officers of the force than those already in operation. I would certainly not recommend the entire discontinuance of appointments from the ranks to superior grades. This would remove all incentives to energy and integrity in the lower grades ; and the force would be, I consider, injuriously affected by the loss of trained detectives who rise to the posts of Inspector and Sub-Inspector through the grades of Constable and Head Constable. On the other hand, it would be, I think, ruinous to confine appointments in these grades to men in the lower ranks. I do not further consider that it would be advisable to fix a definite proportion of the higher appointments for men in the ranks, or for specially selected candidates. Such an arrangement would not work in practice. The higher grades should, I think, be filled simply on the ground of efficiency. We want the best men we can get for the pay, and it would be, I think, as inadvisable to fill the higher ranks with men who have risen from the lower grades and are likely to be worn out and inefficient, as it would be to have all the officers strangers to the Department, and who have not acquired the experience which can only be gained by actual station work.

I think, however, that for appointments in the higher grades *an age test* might in many instances be applied. General experience goes to show that if a man is not fitted for command after the *age of 35 to 40*, he is not likely to improve after that in energy or efficiency. If a Constable, for instance, about the age of 30, is not fit to be a Head Constable or Sub-Inspector, and if men of these grades at the age of 35 have not shown fitness for a higher appointment, I would definitely bar their promotion, unless they subsequently performed some specially commendable service.

I would further say that in promotions from the lower grades I would pay more attention, than seems to be paid at present, to the fact that the candidate for promotion to a higher appointment came of a respectable family, and particularly of one which by connections with, and the receipt of pensions and rewards for good service to, the State was bound down in

heavy securities for good conduct and integrity. I do not personally believe that any moderate increase of pay in the lower grades above those of Constable and up to Inspector, which the public finances may possibly be able to meet, will produce that improvement in integrity and efficiency which we are now endeavouring to secure. We are, I imagine, too slow to recognise the claims of old employes and well-wishers to the State. This is a class which it would be, I consider, wise to recognise more completely than is the case at present. It is a principle which commends itself to the native mind. I would like to see district lists prepared of candidates of this kind. Among other advantages this would have a considerable effect in popularising military service.

I disbelieve in the value for police service of any high educational qualification for appointments in the higher grades. We want determined, energetic men who can stand outdoor work in bad weather, who can sleep under a tree or in a stuffy hut, who can search a filthy slum, and put up with personal inconvenience of all kinds. For men of the student type, semi-educated like most of the youths in our schools, accustomed to quiet and ease, and destitute of the command over men which accompanies good physique, I consider that Police work is unsuited. Some of the best detectives I have met were rough, common, almost illiterate, men. Your young Babu despises and is quite out of touch with the rival classes, and the education he now receives tends to encourage insubordination, self-sufficiency and "speaking evil of dignities" which are exactly the qualities which make the worst kind of policemen.

Thinks two-thirds at least should be by promotion, and one-third direct if good men can be obtained, otherwise altogether by promotion.

Direct entirely except in case of Military Police.

One-third direct, two-thirds by promotion.

Would give direct appointments to young men of good family and position in the Sub-Inspectors' grades. Thinks this would improve the status of the Police in the eyes of the people, and might also improve the *morale* of the force. Would give direct appointments in the proportion of 1 in 5.

Head Constables by promotion only; Sub-Inspectors and Inspectors, one-third direct and two-thirds by promotion.

INSPECTORS always by promotion from Sub-Inspectors. SUB-INSPECTORS partly direct and partly by promotion from Head Constables. No proportion can be fixed. If there are fit men in the force, it would be unjust to pass them over. If not, outsiders must be put in. A central training school for men nominated for direct appointments would be necessary.

INSPECTORS.—Would appoint to this grade the very best men available either in the Police or outsiders. An outsider should be on probation for two years. In no case should an Inspector be confirmed, except after receipt of confidential reports from District Superintendents of Police, Magistrate and, if necessary, Sessions Judge. Would also allow officials from other departments to be appointed Inspectors, and would promote freely from Inspectors to Tahsildars and Deputy Collectors.

SUB-INSPECTORS.—Would appoint 1 in 5 direct; the remainder by promotion from Head Constable. Outsiders should be on probation for at least one year, and confidentially reported on before confirmation.

HEAD CONSTABLES.—As in the case of Sub-Inspectors, 1 in 5 direct, and probation for one year for outsiders.

HEAD CONSTABLES by promotion. Sub-Inspectors, half by promotion and half by direct appointment. Inspectors (Native) by promotion; Reserve, direct.

Would promote to two vacancies in three. Says young men of good family should be glad to accept Head Constableness on Rs. 25.

Ordinarily by promotion. Fix no proportion. If there are fit men in the lower grades promote them. Any other policy is demoralising.

Luffman, District Superintendent of Police, Gorakhpur.

Wyer, Magistrate, Basti.

Rustomji, Magistrate, Ballia.

Bateman, Deputy Commissioner, Jalaun.

Currie, Commissioner, Sitapur.

Pitcher, Deputy Commissioner, Hardoi.

Horsford, Deputy Commissioner, Hardoi.

Cowie, Deputy Commissioner, Kheri.

Ferrar, Commissioner, Fyzabad.

Gibson, Deputy Commissioner, Bahraich.

Barrow, Deputy Commissioner, Gonda. Would allow transfers from Naib Tahsildar to Thanadar, and from Tahsildar to Inspector and *vice versa*. Thinks the Department would be benefited. Would also appoint direct to the Head Constables' grades.

M. Samiullah, Judge, Rae-Bareilly. One-third by direct appointment; two-thirds by promotion. Good family to be considered in both cases.

Quin, Deputy Commissioner, Partabgarh. Partly by one method and partly by the other. It would check all zeal or thought of honesty if promotion from the lower grades was made impossible. I would make all promotions from lower grades up to Head Constables, and would reserve one Inspectorship and three Sub-Inspectorships in each district for direct appointments. I would make every candidate for these two last appointments pass their drill in a native regiment before appointment as a *sine qua non*. Half of these gentlemen look on drill as an indignity almost, and this should be knocked out of them from the beginning. I don't know that it would not be a good thing to make these men pass riding school also. It must be remembered that they would be escaping the drudgery and worry of years by being appointed direct to an Inspectorship or Sub-Inspectorship; and in return for this we should insist on their showing that hard work and a little *tuklif* are not too much for them. These men would naturally look upon themselves as a *corps d'élite*, and I hope that each district will be given its share of them, and that they will not be allowed to crowd into the more favorite stations.

As to by whom and in what manner appointments should be made, I think that—

(1). Head Constables should be appointed entirely by the District Magistrate and District Superintendent of Police.

(2). Sub-Inspectors, who are appointed from the lower grades, should be, as now, appointed by district agency, subject to Inspector-General's confirmation. Appointments to direct commissions, so to speak, might be arranged in the same manner as those of Inspectors now are, *viz.*, by nomination and selection.

(3). Inspectors, same as for Sub-Inspectors.

Tweedie, Deputy Inspector-General. Would have direct appointments only in the grade of Head Constable, 1st grade, in the proportion of 1 in 4. Direct appointments of Inspectors and Sub-Inspectors have been tried and found not to be a success. A greater proportion of direct appointments than that above indicated will cause discontent in the lower grades.

Ryves, Assistant Inspector-General, Railway Police. Up to a maximum of Rs. 40. Advocates 1 in 4 direct appointments. Above that limit all by promotion.

Berrill, Assistant Inspector-General, Special Branch. Would allow no illiterate man in the Civil Police to rise above the rank of Constable. Would have 30 per cent of appointments in the grades of Head Constables and Sub-Inspectors in the *Civil* Police made direct. Only 10 per cent in the armed branch.

Sherer, Personal Assistant. Thinks Inspectors and Sub-Inspectors should invariably be promoted from the lower grades. Would appoint Head Constables partly direct and partly by promotion. In proportion of 1 in 4 vacancies, direct. Would divide Head Constables into two grades—(a) 1st grade, to which only men of good family and education should be appointed direct, and (b) lower grade, to which the sons of petty zemindars who have some education, but who think it beneath their dignity to join as Constables, might be appointed direct.

Question 2.—If you are not in favor of any direct appointments, what plan would you propose to secure men of good position and education for the Police as probationers, with a prospect of rising to be Inspectors when trained?

Nugent, Superintendent, Dehra-Dun. Nominal roll should be kept of deserving Sub-Inspectors and Head Constables for promotion.

Neale, Commissioner, Agra. Let young men of family and education serve six months as Constables; then one year as Head Constables, with a prospect of further promotion on approval.

I have given my opinion upon this subject in my answer to the previous question. I may add that in selecting men for direct appointments, I think it desirable that the fixed number of appointments should be given to candidates chosen—

Rose, Magistrate,
Mainpuri.

(a) by nomination ;

(b) by competitive examination.

I would have any number of desirable candidates nominated (the nomination being left to the Inspector-General of Police, Commissioners, and District Magistrates), and I would leave the actual selection of these nominees to the results of the competitive examination under (b). The nomination would, or should, be a safeguard against the introduction of undesirable candidates. The examination would secure intelligent and educated men. I am not sure that I would not admit men from the lower grades to the examination without any nomination at all ; but that is a wide question, and such a rule would interfere with the separation of higher appointments into (a) direct appointments, and (b) appointments by promotion. The latter might, if necessary, be left to modified competition. I would not make the examination for direct appointments exclusively a literary examination. On the contrary, I would assign a fair proportion of marks for—

(a) general physique, including height, chest measurement and general appearance ;

(b) riding ;

(c) shooting ;

(d) athletics ;

and I am doubtful whether I would not add

(e) hereditary or family claims.

The object is to obtain the best men ; and the only way to obtain the best men is by ascertaining the qualifications of all the candidates: physical, social, and intellectual for the posts they are designed to fill. After the candidates have been finally selected, whether for the post of Sub-Inspector or Inspector, I would make them pass a probationary course of six months in each subordinate class of—

(a) Constable.

(b) Head Constable.

(c) Sub-Inspector—(if the ultimate appointment is to be that of Inspector).

If a selected candidate considered his dignity lowered by having to serve six months as a Constable, I should not consider him a desirable candidate. The object of the probation is to make the candidate fully acquainted with the duties of subordinate grades, and to make him accustomed to discipline. The presence of such men for their term of probation in the subordinate grades ought to improve the general tone of the latter, and it ought also to check irregularities.

Fairly rapid promotion is the only inducement which will make men of position accept appointments as Constables and even as Head Constables of the lowest grade. The great difficulty in securing such promotion is the want of continuity, District Superintendents of Police being so frequently moved. Advocates the preparation of a special list of men of family and position, and a half-yearly memorandum of their characters and qualifications, so that those who are likely to make good officers may be pushed on.

Alexander, Magis-
trate, Etawah.

Objects to the paid probationer ; but would have every man entering the upper grades directly nominated by Magistrate and District Superintendent of Police, subjected to an examination. Have to pass a committee of approval, consisting of Inspector-General of Police and two Deputy Inspector-Generals ; and finally, have to serve two years before being confirmed.

Bullock, Magistrate,
Bijnor.

Is in favor of direct appointments. Would give a few appointments each year to the different colleges so as to secure good men, especially for Court Inspectors.

Holmes, Magistrate,
Moradabad.

- Thomas, District Superintendent of Police, Moradabad. Says if a man is worth his salt he will not mind entering the ranks and working up.
- Gray, Magistrate, Allahabad. Would have training schools at the Head-Quarters of Divisions. The probationers to be coached by a competent Inspector, and be made to pass a test examination before receiving an appointment. Failure to pass in two examinations to exclude.
- Sharpe, District Superintendent of Police, Allahabad. Would make all nominees go through a training school and pass a qualifying examination before being posted to a district.
- White, Magistrate, Benares. District Superintendent of Police could get lots of good recruits if Government would only give superior Police Officers a little more *izzut*. Let them be presented by Magistrates at local Durbars.
- Crooke, Magistrate, Mirzapur. I have already suggested an answer to this question in dealing with question No. 1. I would not be inclined, as a rule, to recommend *direct* appointments to the grade of Inspector, unless under very special circumstances. I do not believe that an Inspector can become an efficient investigating or controlling officer unless he has gone through training in a station. Accordingly I would be inclined to recommend that all candidates should be, in the first instance, posted as *probationary Sub-Inspectors* if possible to large City Sadar Stations, where they should be trained under an experienced Sub-Inspector of the 1st grade or an Inspector. I would, as I have already suggested, confine such probationary appointments to the sons of officials, pensioners, either Civil or Military, with the conditions that the period of probation should not be passed in districts where they have families or relations or property; and secondly, that their friends should guarantee a moderate subsistence allowance to the probationer to be disbursed through the District Superintendent of Police like ordinary pay until he reached a permanent appointment.
- Currie, Commissioner, Sitapur. Have training schools in Lucknow and Fyzabad in Oudh, and in Allahabad, Agra and Meerut in North-Western Provinces. Establish two classes—(1) for Inspector candidates and (2) for Sub-Inspector candidates. Only men certified by the District Authorities to be of good family to be admitted. Inspector candidates to hold Entrance Certificate of one of the Universities. Sub-Inspector, Middle Class Certificate. Term of training :—Minimum, six months; maximum, twelve months. Six-monthly examinations to be held, and the best men appointed to existing vacancies. Care should be taken that the school is not overstocked with reference to the requirements of the service. Nominations to be made by Commissioner, Deputy Commissioner and District Superintendent of Police; but no candidate to be admitted to the school without the Inspector-General of Police's sanction.
- Gibson, Deputy Commissioner, Bahraich. Men of good position and education will not ordinarily enlist in the lower grades. Would therefore have direct appointment when there is a lack of qualified men in the force. The men should be promoted by seniority if the senior man is qualified. If not promote the junior qualified man. If none qualified, appoint direct.
- Tweedie, Deputy Inspector-General. All men appointed direct should go through a training school in Lucknow, and be called on to pass an examination before a Committee previous to confirmation.
- Ryves, Assistant Inspector-General, Railway Police. Advocates recommendation by District Officers and a training school for officers of the force.

Question 3.—By whom, and in what manner, should appointments be made to the following grades?

- (1). *Inspector.*
- (2). *Sub-Inspector.*
- (3). *Head Constable.*

Do you consider the present rules on this point, as contained in paras. 5 to 15, pages 2 to 4, Police Manual (Organisation), sufficient, or would you recommend any alteration? If so, in what points?

- Hoskins, District Superintendent of Police, Meerut. Inspectors by Inspector-General of Police. Sub-Inspectors by District Superintendent of Police and Magistrate. Commissioner's sanction not necessary. Head Constables by District Superintendents of Police.—See suggestion in Part II, answer 7. 29

Inspectors by Inspector-General of Police. Sub-Inspectors by District Superintendents of Police, by merits, seniority being also considered. Head Constables by District Superintendents of Police with or without concurrence of Magistrates, according to the position of the District Superintendent. See answers, Part II, 6 and 7.

Cantor, District Superintendent of Police, Saharanpur.

HEAD CONSTABLES by District Superintendents of Police.

Smith, Magistrate, Muzaffarnagar.

SUB-INSPECTORS by Magistrate on District Superintendent of Police's nomination.

INSPECTORS by Inspector-General of Police. Each district to be allowed to make one nomination yearly for direct appointment, as in the case of Tahsildars.

INSPECTORS on recommendation of Magistrates and District Superintendents of Police. Inspector-General of Police might recommend for opinion of District Officer.

Petre, Magistrate, Aligarh.

SUB-INSPECTORS as in case of Inspectors, Commissioner taking place of Inspector-General of Police.

HEAD CONSTABLES by Magistrates on recommendation of District Superintendent of Police.

Would throw the whole *onus* of the *personnel* of the force on the Police Department. All direct appointments should be made from nominees of District Superintendents of Police and Deputy Inspector-Generals, and District Superintendents of Police should be made to work with men of their own selection.

Nugent, Superintendent, Dehra-Dun.

The rules fail because the District Superintendents of Police are so constantly changed they don't know their men.

Neale, Commissioner, Agra.

The Inspector-General should appoint to all three grades. Ordinarily, Constables should not expect to rise above the position of Head Constables.

Blennerhassett, Judge, Agra.

INSPECTORS.—Entirely in Inspector-General of Police's hands.

Finlay, Magistrate, Agra.

SUB-INSPECTORS in the hands of the Magistrate. Concurrence of Commissioner not required; but men superseded to have power of appeal to Commissioner.

HEAD CONSTABLES entirely in hands of District Superintendents of Police. Would remove all standards and all limits of age, and allow District Superintendents of Police to enlist whom they consider fit for the work. Men who enlisted late in age would of course get a proportionately smaller pension.

INSPECTORS by the Inspector-General of Police; three-fourths by promotion from list of Sub-Inspectors and one-fourth by direct appointment from personal nominees.

Court, District Superintendent of Police, Agra.

SUB-INSPECTORS.—Appointment by District Superintendents of Police. Magistrates to reserve opinion if objecting; and case to be referred to Inspector-General. Commissioner's sanction not to be required. Direct appointments to 2nd and 3rd grades only. One in four by Inspector-General of Police on requisition of District Superintendent of Police. Appointments to 1st grade to be entirely by promotion. Direct appointments to 2nd and 3rd grades to be made after a year's training in training school at Lucknow. No pay to be received by cadets in training school, who should rather pay for their training.

HEAD CONSTABLES by District Superintendent of Police. Three-fourths by promotion; one-fourth direct. Concurrence of Magistrate not required, though Magistrate may refer any particular case to Inspector-General of Police. Men passed over to have the power of appeal to Inspector-General of Police.

Would maintain present rules.

O'Brien, Inspector, Agra.

INSPECTORS by Inspector-General of Police.

Conybeare, Magistrate, Muttra.

SUB-INSPECTORS and HEAD CONSTABLES by District Superintendent of Police and Magistrate in consultation.

Would divide District Superintendents of Police into two classes, and in the case of 1st class District Superintendents of Police, dispense with Magistrate's confirmation. Objects to Magistrate's interference with the senior officers of the Department.

O'Dowda, District Superintendent of Police, Muttra.

Alexander, Magistrate, Etawah.

Appointment by District Superintendent of Police and Magistrate in concurrence. Sanction to appointment of Inspectors and confirmation of Sub-Inspectors (after six months' probation) to rest with Inspector-General. Says the principle to work on is that the men who nominate are to bear the results. Urges, therefore, that men should, during probation at all events, be kept in the district from which they are nominated. Advocates also division of appointments between Hindus and Mahomedans according to population. Standards for officers to be done away with. Knowledge of Urdu indispensable; and one-fourth at least of the Inspectors and Sub-Inspectors should know English.

Harrison, Magistrate, Etah.

Considers present rules sufficient.

Connell, Magistrate, Bareilly.

Would maintain present rules.

Bullock, Magistrate, Bijnor.

Would not let Commissioner have anything to do with appointments or dismissals of Police. Would appoint up to Head Constable by District Superintendent of Police and District Magistrate. Above that with sanction of Inspector-General of Police. Would also minimise appeals against orders of local responsible officers.

Holmes, Magistrate, Moradabad.

Thinks Magistrates should have a voice in direct appointments to Sub-Inspectors' grades. Thinks also that some of the appointments to the Head Constables' grades should be made direct.

Thomas, District Superintendent of Police, Moradabad.

Would maintain present rules for District Superintendents of Police under ten years' service, but would give District Superintendents of Police of over ten years independent authority up to the rank of Head Constable.

Irwin, Magistrate, Shahjahanpur.

Inspector by Inspector-General of Police. Sub-Inspector and Head Constable by Magistrate, on recommendation of District Superintendent of Police.

Macpherson, Magistrate, Pilibhit.

Inspectors by Inspector-General of Police. Sub-Inspectors and Head Constables by District Superintendents of Police with sanction of Magistrate.

Gray, Magistrate, Allahabad.

INSPECTORS by Inspector-General of Police as at present.

SUB-INSPECTORS by District Superintendent of Police with concurrence of the Magistrate. Commissioner's sanction not necessary.

HEAD CONSTABLES.—The District Superintendent of Police might appoint to the lowest grade, but for the higher grades the Magistrate's concurrence should be obtained. In the case of District Superintendents of Police under five years' service, would only allow District Superintendents of Police to nominate half, and the Magistrate the other half. Thinks this would be better than allowing the Magistrate the right of veto as it would avoid friction.

Sharpe, District Superintendent of Police, Allahabad.

INSPECTORS.—Present rules are good, but more care should be taken in the appointment of these men. The utter uselessness of the majority of Inspectors now in the force is quoted as the chief cause of the Committee being appointed.

SUB-INSPECTORS should be appointed by promotion from Head Constables, and District Superintendents of Police only should have the power of promotion—(see answers 6 and 7, Part II).

HEAD CONSTABLES up to Rs. 15 grade by promotion in hands of District Superintendents of Police. Also that by direct appointment on nomination of District Superintendents of Police and Magistrates through a training school after passing a qualifying examination.

Wright, Magistrate, Cawnpore.

Considers the present rules work well; that no alteration is required.

Hamblin, Magistrate, Cawnpore.

INSPECTORS with Inspector-General of Police if appointed direct. Promotion also with Inspector-General of Police on recommendation of Magistrate through Commissioner.

SUB-INSPECTORS by Magistrates on recommendation of District Superintendents of Police, subject to sanction of Commissioner, the Inspector-General having power of veto. The same procedure for Head Constables.

Kitts, Judge, Jaunpur.

Sub-Inspector and Inspector by District Superintendent of Police and Magistrate with Commissioner's sanction. Head Constables by District Superintendent of Police with Magistrate's sanction.

Inspectors by Inspector-General of Police. Sub-Inspectors by Magistrates with Commissioner's sanction. Head Constables by District Superintendents of Police with Magistrates' concurrence. Adams, Commissioner, Benares.

Would raise age from 18 to 22 or 23. Thinks concurrence of Magistrate to appointment of Constables unnecessary. Points out that recruits who have not received "*sanads*" under Act V cannot be legally punished under that Act. White, Magistrate, Benares.

Present rules fairly sufficient. Appointment of Inspectors to be left with Inspector-General of Police. Sub-Inspectors with Magistrates; the power of veto being given to Commissioner. Head Constables with District Superintendents of Police. Crooke, Magistrate, Mirzapur.

Would leave Inspectors entirely in the hands of Inspector-General of Police. Sub-Inspectors and Head Constables entirely in the hands of the District Superintendent of Police, with right of appeal to the Magistrate. Luffman, District Superintendent of Police, Gorakhpur.

By Inspector-General of Police, who would either maintain his own list or cause a list to be maintained in each district. Wyer, Magistrate, Basti.

Would maintain the present rules. Rustonji, Magistrate, Ballia.

Can suggest no improvement in the rules. Bateman, Deputy Commissioner, Jalaun.

INSPECTORS and SUB-INSPECTORS by Inspector-General of Police. Currie, Commissioner, Sitapur.

HEAD CONSTABLES by Magistrate and District Superintendent of Police.

Present rules sufficient, but no promotion to the grade of Sub-Inspector or Inspector should ever be made against the concurrent opinions of District Superintendent of Police, Deputy Commissioner and Commissioner. Cowie, Deputy Commissioner, Kheri.

Promotion.—INSPECTORS by Inspector-General of Police. Gibson, Deputy Commissioner, Bahraich.

SUB-INSPECTORS by Magistrate on District Superintendent of Police's nomination.

HEAD CONSTABLES by District Superintendents of Police if over 10 years' standing. If under, with Magistrate's sanction.

Direct appointments to all three grades should be subject to Inspector-General of Police's sanction. Would place all Inspectors and Sub-Inspectors on one year's probation, subject to passing an examination in law for confirmation. Inspectors should rank with Tahsildars.

Considers present rules sufficient. Would raise the minimum limit of age from 18 to 21 for both natives and Europeans. M. Samiullah, Judge, Rae-Bareilly.

Head Constables by District Superintendent of Police and District Magistrate. Quin, Deputy Commissioner, Partabgarh.

Sub-Inspectors and Inspectors appointed by promotion as now, by district agency, subject to confirmation of Inspector-General of Police. Inspector and Sub-Inspector appointed direct by nomination and selection as at present.

INSPECTORS under the rules now in force. Tweedie, Deputy Inspector-General, Police.

SUB-INSPECTORS by selection and merit.

HEAD CONSTABLES, 1st grade, one-fourth direct; three-fourths by selection and merit; 2nd and 3rd grades, all by selection and merit.

Adds that all Reserve Inspectors should be Europeans. Eurasians are a mistake. They are, as a rule, corrupt and incapable.

INSPECTORS, as now, by promotion on recommendation of District Superintendents of Police. Ryves, Assistant Inspector-General, Railway Police.

SUB-INSPECTORS: promotion by District Superintendents of Police under general control of Magistrates.

HEAD CONSTABLES: direct appointment by Inspector-General of Police on recommendation of District Officer. All nominees to pass through a training school.

Thinks District Superintendents of Police should have the right of selecting their own men from the training school. Notices the dislike natives have to the name Head Constable. Would make Inspectors rank with Tahsildars of the same grade according to the date of appointment.

Berrill, Assistant Inspector-General, Special.

Thinks Inspectors and Sub-Inspectors should be looked on in the same light as Non-Commissioned Officers in the Native Army. Would leave the appointment, promotion, degradation and dismissal of Inspectors entirely in the hands of the Inspector-General of Police. In the case of *Sub-Inspectors (Civil)*, would make direct appointments on District Officers' nominations, but with sanction of Inspector-General of Police. Promotions and degradations to be made with sanction of Commissioner in Civil, and Deputy Inspector-General of Police in *armed* branch; but order of dismissal to receive the concurrence of the Inspector-General of Police in both branches. Direct appointments to the Head Constable's grade to receive sanction of Magistrate for Civil and Deputy Inspector-General of Police in armed branch. Would have all prosecutions of Inspectors and Sub-Inspectors in both branches sanctioned by Inspector-General of Police; and those of Head Constables by Commissioner for Civil and Deputy Inspector-General in armed branch. Would like to see Commissioner's connection with the force entirely severed.

Would like to see Tahsildars and Inspectors ranked together according to pay and length of service. Would also recommend the bestowal of titles for good work.

Sherer, Personal Assistant Inspector-General, Police.

I consider that all appointments to the rank of Inspector should be made by the Inspector-General. The Inspecting Officers should continue, as they do at present, to bring the names of the most deserving Sub-Inspectors to the notice of the Inspector-General, who keeps a list of such names.

Sub-Inspectors should be promoted, not appointed, from the most able and deserving of the Head Constables, by the Magistrate and District Superintendent of Police. As regards Head Constables, I have already given my opinion in my answer to questions Nos. 1 and 3. I do not consider it necessary that the Commissioner of the Division should sanction all promotions to the grade of Sub-Inspector. The Magistrate and District Superintendent of Police are responsible for the Police administration of the district, and are therefore not likely to promote inefficient or useless men to this grade. Besides, it is introducing a third King into Brentford.

Before concluding my answers to question No. 3, I wish to make a few remarks regarding the appointment of European Inspectors. Para. 2, page 109, Police Manual, commences:—"The Reserve Inspector should invariably be a European." This order has never been cancelled, and yet in perhaps more than half the districts of the North-Western Provinces and Oudh the Reserve Inspector is either a Eurasian or a Native Christian. The Reserve Inspector's duties are entirely of a Military nature. He is responsible for the drill, discipline and general tone of the reserve; he is, in fact, a Sergeant-Major. He is rarely, if ever, called upon to conduct investigations: it is not therefore necessary to make him pass a severe examination in vernacular. The class of men wanted could be procured in any quantity from the Non-Commissioned ranks of the British Army serving in India. Such men would be accustomed to discipline, would command respect, would be contented with their position, and never expect promotion to the gazetted ranks. At present, with a few exceptions (mostly old soldiers), our so-called European Inspectors' grade is filled with a number of miserable Eurasians, untruthful, unreliable and corrupt, who are discontented with their position, and who are always hankering after promotion to the gazetted ranks of the force. These men are absolutely hated by the rank and file who have no respect for them. How can bribery and corruption be stopped in the lower grade of the Native Police when their so-called "Sahibs" practise it openly in the head-quarter lines.

Question 4.—Have you any suggestions to make for improving the present system of recruitment of Constables? Should the recruitment be confined to certain castes? And if so, in what proportions?

Hoskins, District Superintendent of Police, Meerut.

Advocates the organisation of dépôts at Divisional Head-Quarters, but would also continue recruiting in other districts to a limited extent. Thinks the system of recruiting dépôts would be good, as inspecting officers could then see the recruits and cast out those physically unfit.

Would recruit from—

Mahomedans :—Sheikhs, Syeds, Moghuls, Pathans.

Hindus :—Thakurs, Ahirs and Jats. Hillmen for Armed Police only.

Punjabi Musalmans, Jats and Brahmins.

Julahas, Kassais, Nais, Bhisties, Bunyas, Kayeths and lower bred Mahomedans to be avoided. Proportion of castes according to districts.

Approves of recruiting centres. Would not stop enlisting in districts entirely. Adds that, above all, the police should not be converted into a charitable institution for the employment of undesirable relations of old officers. Would have no hard and fast rule regarding castes ; but would enlist a certain proportion of men of the recognised and fighting classes for the Armed Branch. Says Mahomedans now, as a rule, predominate. Would have the proportion—Mahomedans, two-fifths ; Hindus, three-fifths.

Cantor, District Superintendent of Police, Saharanpur.

Would not allow a Head on Rs. 10 to be anything beyond a clerk, and would give 20 per cent station allowance to any Head put in charge of a station.

Nugent, Superintendent, Dehra-Dun.

Would reduce the number of Brahmins and exclude Ahirs.

Neale, Commissioner, Agra.

Would generally exclude foreigners, such as Muzhi, Sikhs, &c., from the Civil Branch.

Blenne r h a s s e t t, Judge, Agra.

Would not enlist sweepers or men of those castes which would deter others from recruiting. Thinks a strong backbone of the fighting classes desirable, and would raise pay.

Finlay, Magistrate, Agra.

Would keep the enlistment for the Civil and Armed Branches entirely separate and sub-divide into literate and illiterate.

Court, District Superintendent of Police, Agra.

Civil—(a) literate : two-thirds Hindus ; one-third Mahomedans.

Would exclude Kayeths and sweepers, and maintain equal proportions of Brahmins, Thakurs, Chattris and Jats and other Hindus. All literate men to be enlisted in 2nd grade.

(b) illiterate : three-fourths Hindus ; one-fourth Mahomedans. No caste to exceed 25 per cent of force. All to be enlisted in 3rd grade.

Armed—Three-fourths Hindus ; one-fourth Mahomedans ; 30 per cent Sikhs, Gurkhas and Hillmen to be enlisted in 2nd grade ; 25 per cent Thakurs and Rajputs, if more than 300 miles from their houses, to be enlisted in 2nd grade. The remaining 45 per cent to be Jats, Gujars, Brahmins, &c. Of the Mahomedans, one-third should be Punjabis or frontier men enlisted in 2nd grade.

Standards for Hillmen, 5 ft. 7 in. and 32 in. ; for others, 5 ft. 7 in. and 34 inches.

Enlistments to be made 90 per cent of men of other districts and 10 per cent of residents.

Suggests a system of recruiting centres, and would re-introduce recruit grade at 4 per cent of the total force on Rs. 5 per mensem. Objects to city men, and says fine young recruits are too often sent away by the Amla. Adds that at present, owing to the paucity of men at thanas, recruits often get no training at all.

O'Brien, Inspector, Agra.

Would establish recruiting centres and recruit from the better classes only. Would require recruits to be of good social standing, education and physique. Would fix standard height 5 ft. 8 in. ; chest measurement, 34 in. ; age, 21 or 22 years.

O'Dowda, District Superintendent of Police, Muttra.

Would not lay down any hard and fast rule. Thinks any District Superintendent of Police, who takes an interest in his work, will select good recruits. Suggests that the year's recruits should be produced before Inspector-General or Deputy Inspector-General at inspection, and cast if necessary.

Rose, Magistrate, Mainputi.

Would exclude low castes, menials and criminal classes. The great want is in the status of the recruits. The men of respectable family, who feel that their family would be disgraced if they misbehaved, have always a powerful influence at work to keep them straight. This should be made use of more than it is.

Alexander, Magistrate, Etawah.

- Harrison, Magistrate, Etah. Would exclude low castes and criminals, and try, as far as possible, to equalise the castes. Attributes the bad state of the Etah Police, probably the worst in the Province, to the very large preponderance of Mahomedans.
- Connell, Magistrate, Bareilly. Would exclude low castes and criminal classes. Thinks good men cannot be got under Rs. 7.
- Bullock, Magistrate, Bijnor. Would only enlist (Mahomedans) Pathans, Sheikhs, Syeds and Punjabi Musalmans. Hindus : Rajputs, Jats, Brahmins, Khattris, Ahirs, Hillmen, Sikhs and a limited number of Kayeths.
- Holmes, Magistrate, Moradabad. Thinks if the pay of Constables is raised, there will be no difficulty in getting good recruits. Would not enlist low castes, and would have recruiting centres.
- Thomas, District Superintendent of Police, Moradabad. Says the force has been much injured by the disgraceful neglect of many District Superintendents of Police in the matter of recruiting. Urges a general weeding out of men mentally and physically unfit. Recommends the adoption of recruiting centres and the employment of only the best District Superintendents of Police in recruiting, or would send a special District Superintendent of Police round. Would enlist only Thakurs, Jats, Ahirs, Pathans, Brahmins, Gurkhas, Sikhs, Punjabis and Hillmen in equal proportions.
- Irwin, Magistrate, Shahjahanpur. Thinks the Armed Police should be recruited from military pensioners, who might be enlisted up to 45 years of age for 10 years. Service to carry no pension, but military pension to be continued.
- Macpherson, Magistrate, Pilibhit. Would exclude Doms, Sweepers, Koris and Chamars.
- Gray, Magistrate, Allahabad. Would exclude Brahmins and men of low caste.
- Gray, Magistrate, Allahabad. Would like to see more Rajputs and Jats in the service, both literate and illiterate, and fewer low caste Mahomedans. Says these last rise to important posts, but are no good as Station Officers. Remembers a Mahomedan "Durzi" in charge of a station, who, though a man of some ability, had no influence in his circle.
- Sharpe, District Superintendent of Police, Allahabad. Recommends the establishment of recruiting centres at certain stations under experienced officers. Would not stop recruiting in other districts. Recommends caste restrictions, as for the native army.
- Kitts, Judge, Jaunpur. Considers that recruitments for Civil and Armed Police should be entirely separate. For Armed Police would recruit Sikhs, Punjabis, &c. For Civil Police all recruitments should be from the Province. All castes, except criminal classes, should be admitted; but would not have more than one-third Mahomedans, and of the balance not more than one-fourth in any district to belong to any particular caste of Hindus. Displays rather a partiality for the lower non-criminal castes. Doesn't think much of Brahmins or Kayeths as policemen, and considers criminals more useful as informers than in the ranks of the Police.
- Adams, Commissioner, Benares. Recruiting to be confined to the better classes. Low bred Musalmans to be rigorously excluded.
- White, Magistrate, Benares. No suggestions. Would recruit from country, not town, as far as possible. Says all depends on District Superintendent of Police.
- Crooke, Magistrate, Mirzapur. I understand from enquiries made from the District Superintendents of Police that there is an ample supply of candidates, but not of a satisfactory type. As regards the *Armed* Police, there seems to be a difficulty in getting Sikhs and Gurkhas. I am inclined to believe that it would be well to concentrate the enlistments for the number of these men considered necessary at certain places. Say Saharanpur or Meerut for Sikhs, and Bareilly and Gorakhpur, with perhaps Dehra-Dun, for Hillmen. I would make the District Superintendents of Police of those districts special recruiting officers for this class of men, and I would have them drilled and trained at these depôts before being sent to districts. It would be easy to ascertain the number of recruits required and to issue indents accordingly. I would give men of these classes more liberal leave rules, and perhaps, after a certain number of years of service, a free furlough pass by train to their homes. I would grade the Armed Police into divisional battalions, and confine recruiting to head-quarters; District Superintendents of Police of districts being allowed to give a free pass to good recruits as far as the divisional head-quarters. I would send no armed policeman to a district until he was

a trained soldier, and I would bring in a certain number of them periodically to divisional head-quarters for drill and instruction, and occasionally brigade the detachment with a Native Infantry Regiment.

In the Civil Police there appear to be too many Kayeths and low Mahomedans of the city class. At the same time, with increased pay, there would be an ample supply of candidates of a better kind ; and if the pay is to be improved, I would advise the suspension of the recruitment of Kayeths and Mahomedans except under special circumstances. I would endeavour to recruit from Rajputs, Ahirs, and similar castes with the better class of Mahomedans. The number of Brahmins, for obvious reasons, should be controlled.

One way of making the force more popular is more liberal grant of pensions, not so much in amount as in numbers of pensions. The present medical tests seem too severe, and there are many decrepid old men in the force who are simply kept on because they cannot prove that they are incapacitated by blindness or similar infirmities. In connection with this I may note that there is great delay in disposing of pension cases. Whether this is the fault of the offices of the District Superintendent of Police, Inspector-General or Accountant-General, I am not prepared to say ; but the fact remains that for some reason or other the proceedings are dilatory. Reform is needed in this respect.

The same appears to be the case with the administration of what is called the Chanda Fund, which seems to need overhauling.

I would say that, generally speaking, appointments to the Police should bear a fair proportion to the two great religions of the people. The number of Mahomedan officers, particularly Sub-Inspectors, appears excessive, particularly in some districts where the people are mostly Hindus.

In the Civil Police there are too many Kayeths and Mahomedans of the city class. Would endeavour to recruit Rajputs, Ahirs and similar castes with the better classes of Mahomedans. The number of Brahmins should be controlled for obvious reasons. Says one way of making the force more popular is more liberal grants of pension. Notices the great delay in disposing of pension cases. Also says the Chanda Fund requires overhauling. Adds that, generally speaking, appointments to the Police should bear a fair proportion to the two great religions of the people.

Age between 18 and 24 ; height 5 ft. 7 in. for illiterate men ; 5 ft. 6 in. for literate men and hillmen. Chest measurement, those now existing. Proportion of castes :—Sikhs, Punjabis and Hillmen 25 per cent ; Thakurs and Chattris, 25 per cent ; Ahirs, 25 per cent ; country Mahomedans and other castes 25 per cent. Enlistments to be entirely in hands of District Superintendent of Police.

Luffman, District Superintendent of Police, Gorakhpur.

Would, in Basti, enlist only Brahmins, Rajputs or Ahirs for Civil Police. No Mahomedans.

Wyer, Magistrate, Basti.

Thinks the bulk of the Constables should be Brahmins, Chattris, Ahirs, Sheikhs and Pathans. Would have 50 per cent Pathans and Chattris, and 50 per cent other castes.

Rustomji, Magistrate, Ballia.

Would not limit the recruitment of Constables to any particular caste. Thinks Brahmins are useless, and that Chamars and similar castes would do no good ; but otherwise the composition of the force should be as varied as possible.

Bateman, Deputy Commissioner, Jalaun.

Does not think there should be any restriction as to caste, but would have a period of six months' probation, during which a recruit could be removed if found wanting in any respect.

Currie, Commissioner, Sitapur.

Would like to see more Punjabis and hillmen, and fewer Kayeths, Pasis, Chamars and Dhanahis.

Cowie, Deputy Commissioner, Kheri.

Would confine recruitment to the more respectable and more robust classes.

Ferraz, Commissioner, Fyzabad.

Would have 40 per cent Rajputs, 20 per cent Mahomedans, 15 per cent Brahmins, and 25 per cent other castes. Would enlist very sparingly Khatiks, Pasis and Chamars. Low caste men do not make good policemen, and the idea of setting a thief to catch a thief is erroneous and mischievous.

Gibson, Deputy Commissioner, Bahraich.

M. Samiullah, Judge,
Rae-Bareilly. Among Mahomedans, Julahas and Dunias should be excluded. Of Hindus, only Chattris, Khattris, Brahmins and Jats should be enlisted. The recruitments should be 60 per cent Hindus, 40 per cent Mahomedans.

Quin, Deputy Com-
missioner, Partab-
garh. Would exclude predatory tribes. Beyond this would make no change. Doesn't think one caste more honest than another, and considers the Chowkidar to be the real detective agency.

Tweedie, Deputy
Inspector-General. Advocates recruiting centres; men being drafted into the districts attached to the recruiting centres after undergoing a course of training. Would have no hard and fast rule about proportion of castes; but Mahomedans should not be allowed to predominate; and, as far as possible, the castes eligible for the native army should be selected. Says great care should be taken in recruiting. At present all sorts and conditions of men are admitted, sometimes from interested or charitable motives. Discipline is at a low ebb, and deterioration has undoubtedly gone on steadily during the past 15 years or so. It has been impossible to train the men properly owing to press of work and scanty reserves.

Ryves, Assistant Ins-
pector-General,
Railway Police. As regards the standard height prescribed in Circular No. 19 of 1886, no enlistments should be made of men under 5 feet 7 inches in height and 33-inch chest measurement.

This rule should be imperative in the case of all men, literate or illiterate. The present latitude allowed of enlisting literate men 5'5" with 30-inch chest measurement is causing great mischief, and flooding the ranks with men who are physically unfitted for the duties of a policeman.

As to recruiting: I would very strongly urge the re-introduction of the recruit system that prevailed prior to its abolition by the Police Committee that assembled at Naini-Tal in 1863—(*vide* para. 184 of Report). Mr. Court, then Inspector-General of Police, strongly objected; and I would recommend a perusal of para. 76 of his letter No. 641A, dated 12th August, to the Secretary to Government. The recruits got Rs. 3 a month subsistence allowance which was sufficient then as food was cheap.

In each district there were twenty or more, according to the size of the district. There was a regular training school in the Reserve, with a Sub-Inspector or Head Constable as schoolmaster. The men were taught drill, to read and write, use of the different books kept at a thana, powers a policeman could exercise, &c. When appointed Constables, these men joined with a thorough knowledge of the duties required of them. I attach the greatest importance to this subject. I saw how well the system worked (it was abolished simply with a view to retrench), and have watched the gradual decadence since. At present new men are enlisted at once as Constables, and owing to leave, vacancies, &c., occurring, they cannot be kept even a month in training, and are sent out to thanas. The work there they learn in a haphazard sort of way, and great deal of the inefficiency complained of is, in my opinion, entirely due to want of proper training.

Food is now dearer. I would give Rs. 4 a month. This would be quite enough to attract good men.

I would allow local enlistment in the proportion of 1 in 3. Many very good men are lost to the Police through the proviso made that if local enlistments are made the men are liable to transfer to another district after two years.

This proviso should be withdrawn. As to castes, no definite rule can be laid down. Criminal classes only should be excluded.

Berrill, Assistant
Inspector-General,
Special Branch. District Superintendents of Police, as a rule, wait till recruits come to them, instead of looking for good men to enlist. The men who present themselves are mostly Kayeths and Mahomedans, hangers-on of towns and cities, relations of policemen and the amlah, and employés in other departments. Advocates the appointment of recruiting centres under specially selected officers. Recruitment to be confined to the castes enlisted for the native army. The appointment of all Constables should be probationary for two years.

Sherer, Personal
Assistant. Thinks the best castes are Brahmins, Thakurs, Ahirs, Punjabis, Mahomedans, Garhwalis and other hill tribes, Rohillas, village Mahomedans, Gurkhas and Sikhs: all in equal proportion except Brahmins, who

should never exceed 5 per cent, and should be entertained in the Armed Police only. A Brahmin in the Civil Police can do a lot of harm on account of his priestly caste ; and as often as not goes about begging from village to village in his beat.

Question 5.—Should any educational qualifications be prescribed for admission by direct appointment to any of the grades of Investigating Officers ? If so, what test would you suggest for admission to each grade : Inspector, Sub-Inspector or Investigating Head Constable ?

6. *Do you consider it necessary to prescribe any physical qualifications ?*

Is very strong against any recognised educational test, but would insist on a thorough knowledge of the vernacular, both in reading and writing ; and for the superior grades of English also would have six-monthly examination. Would have the following measurement : height, 5ft. 7 in. ; chest, 34 in. Would also insist on medical and riding certificates.

Hoskins, District Superintendent of Police, Meerut.

No hard and fast rule. General education with natural intelligence, to be tested by the nominating officer, sufficient. English will be an advantage, but not a *sine quâ non*. Would fix standards at 5 ft. 8 in. and 34 in. chest.

Cantor, District Superintendent of Police, Saharanpur.

Advocates at least the Middle Class standard for all direct appointments, and after a few years thinks a university standard might be required for Inspectors. Says, study and activity very seldom go together with natives, and any high educational standard would at present be a mistake.

Smith, Magistrate, Muzaffarnagar.

Would admit on probation for six months, and confirm on passing a simple examination in Criminal and Police Law. Would not insist on any intimate knowledge of Evidence Act and such like. Would insist on a searching medical examination and on a certificate of efficiency in riding.

Petre, Magistrate, Aligarh.

Head Constables should know something of, and Sub-Inspectors and Inspectors should know thoroughly, the Criminal Law. The latter should pass an examination, and should be able to read and write well, and know some arithmetic. Would fix no regular standard test, such as Anglo-Vernacular Examination. Physical qualifications the same as for the army.

Neale, Commissioner, Agra.

Would have none compulsory, except perhaps fluency in reading and writing Urdu. If a superabundance of candidates of *good family* could be found, then a competitive examination, among such candidates only, should be held. Would require a strict medical examination.

Blennerhassett, Judge, Agra.

All officers should be able to read and write Urdu fluently and have a fair knowledge of Hindi. Would also examine in Criminal Law and Procedure. Would have six-monthly examinations, and give no promotion till they were passed. Would also require health and riding certificates, but would prescribe no standards.

Finlay, Magistrate, Agra.

Thinks every man appointed direct into the officer's grade should be able to read and write well, and should have to pass a prescribed examination within two years of appointment. During this period he should be on probation. Would make all examination in writing and *vivâ voce*, and would add a drill and riding test. Standards should be 5 ft. 7 in. and 33 in. chest.

Court, District Superintendent of Police, Agra.

No hard and fast rules, but all officers should be thoroughly well educated. Would fix the standards at 5 ft. 8 in. and 34 in. chest.

O'Brien, Inspector, Agra.

INSPECTORS and SUB-INSPECTORS, Anglo-Vernacular Middle ; Head Constables, Vernacular Middle Class. Standard of age and chest measurement as for native army. No height standard. Riding certificate necessary, and vaccination might eventually be insisted on.

Conybeare, Magistrate, Muttra.

INSPECTORS and SUB-INSPECTORS should all know English, and should be able to satisfy the examiner that they have a knowledge of Law and Procedure, and are generally intelligent. They should be required to pass the Departmental Examination within one year.

O'Dowda, District Superintendent of Police, Muttra.

HEAD CONSTABLES should, on appointment or promotion, be able to pass a *vivâ voce* examination sufficient to satisfy the District Superintendent of Police that they are fit for promotion. Would fix as standards: height, 5 ft. 8 in., chest measurement, 34 in. All officers should go through the same physical training, drill, &c., as Constables.

Rose, Magistrate,
Mainpuri.

The examination for all Investigating Officers should be composed of English, Urdu, Hindi, Criminal Law and Procedure, Evidence Act, Police Law and Circular, Miscellaneous Acts, Precis-writing in Urdu, drill, riding, physical exercise. Would also work for physique.

Alexander, Magistrate,
Etawah.

Nothing further than an elementary test should, I think, be insisted on. The men must be able to read and write Urdu fluently and to keep simple accounts; but good physique, energy, tact, and, above all, honesty, are of far more importance than any high educational qualifications, and are not dependent on them. I do not find that we get a better class of men for Government appointments since the Middle Class Examination test was insisted on. On the contrary, one has often to reject better men because they have not passed it; and I should think that for Police work this would still oftener be the result of introducing a similar rule.

Harrison, Magistrate,
Etah.

For officers of this grade I would make it a *sine quâ non* that they should have passed the Middle Class Examination or one of similar standard. They should also have a knowledge of criminal law, and especially of procedure and evidence. Very few Investigating Officers whom I have come in contact with, understand what facts must be proved to establish any particular offence. Herein they fail in 50 per cent of the cases *challaned*; sending up an unnecessary number of witnesses on one point perhaps of little or no importance; while as to material facts they often omit to send up a single witness. I would have an examination at the head-quarters of each division once or twice a year in criminal law and procedure for candidates for this grade; and would require a candidate to obtain a certificate of proficiency before making him permanent in the grade. Candidates might be appointed on probation subject to passing the examination within one year. In special cases the period of probation might be extended for another year.

Connell, Magistrate,
Bareilly.

Recommends the adoption of the Middle Class test, and would have also health certificates.

Bullock, Magistrate,
Bijnor.

Would prescribe no fixed tests, but would give considerable weight to superior education in recommending for promotion. Would insist on a riding test, and allow men, who are certified to be too fat to do their work properly, to be compulsorily retired on gratuities.

Holmes, Magistrate,
Moradabad.

Says if severe educational tests are prescribed the right class of men will not be obtainable. Would prescribe the 3 R.'s and an easy paper in Criminal and Police Law for Inspectors and Sub-Inspectors, and only the 3 R.'s for Head Constables subject to a law examination on promotion. Health certificates are necessary, but thinks standards should not be rigidly adhered to, especially for officers.

Thomas, District
Superintendent of
Police, Moradabad.

The test should be the same for all. All should be obliged to pass the test laid down for Native Inspectors. The Law of Evidence should especially be included in the examination. Is strongly in favor of physical qualification, but does not say what standards or tests should be applied.

Howell, Judge, Shah-
jahanpur.

The 3 R.'s Investigating Officers should be able to read, write and cipher. Instances one who could not write his own special diary.

Macpherson, Magistrate,
Pilibhit.

Disapproves of direct appointment to any grade. Would prescribe health certificate.

Gray, Magistrate,
Allahabad.

Is against direct appointments. Thinks that a good knowledge of English should be required of Inspectors. Would fix standards for Constables at—literate, height 5 ft. 5 in.; chest 33 in.; illiterate, 5 ft. 8 in. and chest 34 inches. Obesity should disqualify all recruits.

Sharpe, District
Superintendent of
Police, Allahabad.

Would fix no recognised educational test—(Anglo-Vernacular or Middle Class or any other); but District Officers should certify on nomination that the nominee knew sufficient to carry on his duties. Thinks that in direct appointment to Inspectorships, if such were considered necessary,

very high educational qualifications should be demanded. Would fix standards at—literate, 5 ft. 6 in. height and 33 inches chest measurement ; illiterate, 5 ft. 8 in. and chest 34 inches.

Says no educational test is required. A *B. A.* does not necessarily make a good Police officer. Let good work and natural intelligence be the tests for promotion and admission. District Superintendents of Police have now to put up with bad candidates because the attractions of the Police Department are not sufficient to draw good men. The Department is looked on with suspicion, and gets only the men who cannot squeeze into any other. Standards not required ; but riding and gymnastics should be insisted on.

Wright, Magistrate,
Cawnpore.

The question must be understood as meaning that some educational tests are to be required. An Investigating Officer who could not record the results of his inquiries would be evidently unfit for his position. But I would not recommend any but the most elementary educational tests : for the adoption of any particular examination, success in which is a preliminary to appointment, would result at the present day in many suitable men being disqualified, and appointments restricted to those who had received education in schools conducted on the modern principles. The requirements for an Investigating Officer are brains ; and though the passing of a particular examination may be considered as a sign that the successful candidate has accumulated a certain amount of knowledge, it by no means shows that he has the intelligence required for a Police officer. The only test I would impose would be that no one should be appointed who could not read and write. As I would recommend that all direct appointments should be for the first year on probation, there would be no risk of any person being confirmed in his rank who was disqualified by lack of brains. Brains, not educational qualifications, are the requirements ; and the great mistake should not be made of requiring the latter, and forgetting that it is really the former that are wanted.

Hamblin, Magis-
trate, Cawnpore.

The only physical qualification that should be required is, in the case of those appointed as Sub-Inspectors and Inspectors, that they should be able to ride. The inability to do this might interfere considerably at times with the proper performance of their duties. In addition, each candidate previous to appointment should be passed as physically fit by the Civil Surgeon, who should pay special attention to eye-sight, and the presence of any constitutional defect which would disqualify or tend to disqualify for an active life.

Advocates Middle Class Examination for Investigating Officers. Considers this necessary, so that officers in charge of rural stations be not in the hands of the Station Clerk, and officers in towns be able to deal with crime affecting documents and other intellectual forms of crime !

Kitts, Judge, Jaun-
pur.

Would increase the age for enlistment to 25 years in Armed and 23 in Civil Police.

Would prescribe height, 5 ft. 6 in ; chest measurement, 32 in. for Armed. No standard for Civil. Health certificate should be provided in *all* cases, and girth measurement of over 45 inches should stop promotions.

Would prescribe no educational test, as it would exclude many Mahomedans and Rajputs of good family. Would make nominating officers responsible that their nominees possessed the necessary qualifications. Thinks physical qualification should be rigorously insisted on.

Adams, Commis-
sioner, Benares.

Would prescribe no educational test. *Cæteris paribus the man with such should have the preference, especially in the higher ranks.* Would make all officers pass strict examinations in riding and physical exercises, and thinks standards of height and chest measurements should, as far as possible, be maintained. Would have officers taught the sword exercises.

White, Magistrate,
Benares.

I would certainly not recommend the introduction of anything like the Middle Class Examination as a qualification. It has been one of the grand mistakes of our administration to enforce it as regards civil appointments. It has bred up a horde of hungry, disreputable *unmedwars*, who are simply a pest to the country. For *nominated* Sub-Inspectors and Inspectors we might, I think, aim at a knowledge of English sufficient to carry on confidential correspondence in English with the District Superin-

Crooke, Magistrate,
Mirzapur.

tendent of Police and Magistrate. This would be, I think, an advantage. For Sub-Inspectors and Investigating Head Constables it would, I think, be sufficient if they satisfied the District Superintendent of Police and Magistrate by production of school or examination certificates, &c., that they had a good working knowledge of Urdu. I would also encourage a knowledge of Hindi and Mahajani, which are often useful in investigations; and in districts where there are criminal or other tribes with a special *patois* or *argot*, I would encourage the acquisition of a knowledge of it for the purposes of detection.

I would leave the general question of physique to the Civil Surgeon, who should be instructed to reject all candidates who did not appear likely to stand continuous hard outdoor work in all seasons: and those in particular who appeared susceptible to malaria. All Sub-Inspectors and Inspectors should, I think, be compelled to satisfy the nominating officer that they are able to ride an ordinary march at a fair rate of speed.

Luffman, District Superintendent of Police, Gorakhpur. INSPECTORS, Entrance Examination; Sub-Inspectors and Head Constables, Middle Class. Middle Class men not considered up to the average in intelligence. Thinks all policemen should be able to ride well and do a march of ten miles on foot.

Wyer, Magistrate, Basti. Would enlist as Head Constables, and insist on the Entrance Examination test of the Calcutta or Allahabad Universities. Would have medical and riding certificates. No standards.

Rustomji, Magistrate, Ballia. Middle Class standard for Inspectors appointed direct. Only the 3 R.'s for any other grade; but all Investigating Officers should have a fair knowledge of law. Suggests the preparation of a manual for the Police.

As regards physical qualification, would maintain the present rules.

Bateman, Deputy Commissioner, Jaunpur. Would insist on no particular educational qualification. Thinks mere book-learning is not required in a detective, but, at the same time, if direct appointments are given in the Sub-Inspectors' grade, they should only be given to young men who have some education. Would insist on medical and riding certificates.

Currie, Commissioner, Sitapur. For Inspectors, Entrance Examination; for Sub-Inspectors, Middle Class Examination. Physical drill and riding should be taught at the training school, and officers should obtain on appointment a District Superintendent of Police's certificate as to their intelligence, smartness, activity, energy, ability to ride and fair progress in drill.

Cowie, Deputy Commissioner, Kheri. For Sub-Inspectors would prescribe the Anglo-Vernacular Middle Class test, with sufficient knowledge of surveying to be able to draw a decent plan. Would fix 5 ft. 6 in. as the minimum standard of height, and would have medical and riding certificates.

Ferrar, Commissioner, Fyzabad. Would prescribe Middle Class Examination for such appointments.

Gibson, Deputy Commissioner, Bahraich. An educational test for Inspectors and Sub-Inspectors should be indispensable. They should pass an examination before a Board consisting of Inspector-General of Police or Deputy Inspector-General, Commissioner and a District Officer. Head Constables should undergo one year's probation, and should pass an examination in the Penal and Criminal Procedure Codes; drill and riding before the District Superintendent of Police. Would require a medical certificate and a riding certificate for all Investigating Officers.

M. Samiullah, Judge, Rae-Bareilly. Would prescribe no recognised educational test. Says Police officers should have sufficient general knowledge and intelligence to enable them to carry on correspondence in the vernacular, and to understand and explain Criminal and Police Laws and Regulations. Suggests a departmental examination in Criminal, &c., Laws after a period of probation—(1 year for Inspectors and Sub-Inspectors; six months for Head Constables).

Quin, Deputy Commissioner, Partabgarh. Would maintain minimum standards of height and chest measurements. Would prescribe no recognised educational test. Thinks nominating and selecting officers should be trusted to see that no men really defective in education are admitted. *Considers that if Entrance or Middle Class Examination is prescribed, the number of candidates, combining the educational test with the necessary physical qualifications, would be "nil."*

No definite rules are required ; but candidates for direct appointments should be obliged to satisfy a Committee consisting of District Superintendent of Police, Magistrate and Court Inspector that they have had a fair education. Would have every candidate carefully examined by the Civil Surgeon.

Tweedie, Deputy Inspector-General.

The qualifications should be reading, writing and arithmetic. Is decidedly against any fixed educational standard, such as the Middle Class or Entrance Examination. Thinks it unnecessary to prescribe any physical qualifications, except that a man must have a good constitution, and be robust and active in his habits. Would require riding certificates from all officers.

Ryves, Assistant Inspector-General, Railway Police.

Thinks direct appointment to the upper grades in the Armed Branch should be very rare ; but if required they should be made from the native army of men of unblemished character and holding certificate of thorough efficiency in drill.

Berrill, Assistant Inspector-General, Special.

Would require a thorough knowledge of English in all men appointed direct to the Inspectors' grades. For Sub-Inspectors, would prescribe the Entrance, and for Head Constables the Middle Class Examination. In all cases their educational qualifications should be backed up with respectability and good character. All persons appointed direct should remain for two years on probation, and should, if funds admit, pass through a training school at one of the head-quarters of the Provinces.

Would raise the present standards to 5 ft. 8 in. and 34 in. chest measurement.

Thinks the present examination for Inspectorship is sufficient. Thinks Investigating Officers should have to pass a *viva voce* examination before a Magistrate, the District Superintendent of Police and Court Inspector, who could tell at once if he was fit to be put in charge of a station or not. Lays great stress on physical qualifications. Would have no one—officer or man—in the Police under 5 ft. 8 in. in height and 34 in. chest measurement.

Sherer, Personal Assistant.

Question 7.—Do you think that the pay now given to the lowest grade of Constable is sufficient to attract satisfactory recruits? If not, what would you suggest as the lowest salary?

Would fix Rs. 7 as lowest pay. No deductions. Suggestions as to pay of other grades in Part II, answer 17.

Hoskins, District Superintendent of Police, Meerut.

Would fix not less than Rs. 7 per mensem.

Cantor, District Superintendent of Police, Saharanpur.

Lowest pay should be Rs. 7 net.

Petre, Magistrate, Aligarh.

Would raise pay to Rs. 7 and 8, with Re. 1 good-conduct pay and badge after nine years' service.

Neale, Commissioner, Agra.

Would raise Constable's pay to Rs. 8 rising to Rs. 10. Says his work is hard. He is exposed to many dangers and temptations. Rarely gets a night in bed, and like the Ishmaelites of old, his hand is against every man and every man's hand against him. His present pay is quite out of proportion to the life he leads.

Finlay, Magistrate, Agra.

Proposes for literate Rs. 8, and for illiterate Rs. 7, as the lowest pay for Constable.

Court, District Superintendent of Police, Agra.

Suggests three grades, Rs. 7, 8 and 9, with good-conduct pay of 8 annas and badge after 10, 15 and 25 years' service. Good-conduct pay and badges to be given only to illiterate men who display detective ability and are remarkable for integrity. These badges to be given with sanction of Inspector-General or Deputy Inspector-General.

O'Brien, Inspector, Agra.

Would fix the lowest pay at Rs. 7, and introduce the system of good-conduct pay in force in the native army.

O'Dowda, District Superintendent of Police, Muttra.

I do not think the present pay now given to the lowest grade of Constables is sufficient. If we expect to see honest, intelligent men, the lowest pay we can offer them is Rs. 8 monthly. I know that financial considerations possibly stand in the way ; but I would nevertheless suggest

Rose, Magistrate, Mainpuri.

this as the minimum pay. The whole tone of the force would be changed by increasing the pay of all grades of Constables, and making Rs. 8 the minimum pay. It is all very well to say that bribery, corruption and other irregularities are equally prevalent, whether pay is low or high. I do not agree with the assertion. If the grades of Police Constables or of Head Constables present so many opportunities for the making of money, why are they not more eagerly sought after? If it is supposed that the persons who might otherwise accept them are restrained by moral considerations, then these are the very persons whom it is necessary to attract by the offer of higher pay. On the other hand, if the opportunities are mythical (and there is a great deal of exaggeration on the subject), then suitable candidates should be obtained by the offer of better remuneration. This question of increasing the pay of Constables is, in my opinion, one of the most important matters connected with Police administration. If the answer to the question whether men of higher social position, better physique and better education would not be attracted to the force by the offer of higher pay *and the certainty of future promotion if the promotion is merited*, be answered in the affirmative, then it becomes a point of paramount importance to increase the present rates of pay. If a fixed and large proportion of appointments to the higher grades is, as I have suggested, to be assigned by promotion from the lower grades, it is hopeless to expect that fully qualified men will be found in the lower grades if the pay in these grades is insufficient to attract to them persons of social position and attainments entitling them to appointments in a higher grade.

- Alexander, Magistrate, Etawah. Rs. 6 sufficient during probation, but not less than Rs. 7 whenever confirmed, and to be sure of Rs. 8 after 3 years if work satisfactory.
- Harrison, Magistrate, Etah. Thinks Rs. 7 sufficient to attract a good class of recruits.
- Connell, Magistrate, Bareilly. Would raise to Rs. 7, as good men cannot be obtained for Rs. 6 in Bareilly.
- Bullock, Magistrate, Bijnor. Rs. 7 per mensem.
- Holmes, Magistrate, Moradabad. Would raise to Rs. 7, and, if possible, to Rs. 8.
- Thomas, District Superintendent of Police, Moradabad. Quite inadequate. Numbers of good men I have enlisted have, after a few months' service, resigned and enlisted in the Army, the reason assigned being always the "starvation pay." I have frequently been disgusted by losing excellent Thakurs, Jats and other high caste men, whom I had made into splendid Constables, simply because I could not give them over Rs. 7 per mensem. I consider Rs. 7 per mensem should be the minimum with no deductions. The grading pay should be Rs. 7, 8 and 10; and a deposit of, say, Rs. 16 should be made by each recruit on enlistment, on the principle of the Chanda Fund, to provide uniform and necessaries. There are only 23 Constables (Armed Police) in Moradabad receiving Rs. 8. This is a poor prospect to look forward to considering the hard times. These 23 appointments are reserved for the Military Branch solely.
- Howell, Judge, Shahjahanpur. Not less than Rs. 7.
- Irwin, Magistrate, Shahjahanpur. Thinks Rs. 6, without stoppages, sufficient; but would give Rs. 7 to Sikhs, Afghans and Hillmen.
- Macpherson, Magistrate, Pilibhit. Thinks present pay sufficient.
- Gray, Magistrate, Allahabad. Thinks Rs. 7, free of all deductions, should be the lowest salary.
- Sharpe, District Superintendent of Police, Allahabad. Thinks the lowest pay should be—illiterate, Rs. 7; literate, Rs. 8.
- Wright, Magistrate, Cawnpore. Considers present scale sufficient, but thinks the Rs. 6 grade should be small and kept for the lazy, illiterate, stupid and inefficient. Would keep all good and literate men in the Rs. 7 and 8 grades. Doesn't think a Constable as such is worth more than Rs. 8.
- Kitts, Judge, Jaunpur. Having regard to the ordinary market-rate for unskilled labour, considers present rates of pay sufficient if supplemented by grain allowances as in the native army. Would enlist literate men at Rs. 7 in the hope of attracting a better educated class. Considers that lack of intelligence and consequent inability to deal with their work is what drives Police to torture and worry suspected persons and such like clumsy expedients.

Present pay is sufficient on enlistment, but men worth keeping should receive higher pay after three years' service. Good-conduct pay should be more freely given, and the pay of the Armed Police should be raised all round.

Adams, Commissioner, Benares.

Thinks present pay sufficient, but would give illiterate Constables good-conduct pay, say Re. 1 after 10 years ; Rs. 2 after 15 years' service.

White, Magistrate, Benares.

Proposes two grades, Rs. 7 and 9, without any deduction. Notices the custom prevalent among line inspectors and office hands of taking commission from recruits. Thinks something might possibly be done by getting respectable zemindars and others to assist.

Crooke, Magistrate, Mirzapur.

Thinks that even Rs. 7 will not attract Sikhs and Hillmen. Thinks Rs. 7 is hardly as much as Rs. 5 was 20 years ago.

Luffman, District Superintendent of Police, Gorakhpur.

Pay quite sufficient. No difficulty in getting any number of recruits if District Superintendent of Police does not leave recruiting in the hands of his Reserve Inspector, and sees that no one levies fees from the recruits as is too often the case.

Wyer, Magistrate, Basti.

Thinks Rs. 7 should be the lowest pay without deductions of any sort.

Rustomji, Magistrate, Ballia.

Thinks present pay sufficient. Would give local allowances in large towns.

Bateman, Deputy Commissioner, Jalaun.

Constables cannot live in Lucknow on Rs. 6. A policeman should be better paid than a soldier. Thinks Rs. 7 the lowest pay, with special allowances in large towns.

Newbery, Judge, Lucknow.

Certainly not less than Rs. 6 clear, but would like to go as high as Rs. 7 clear, if it would not interfere with army recruiting.

Currie, Commissioner, Sitapur.

Says he does not think the pay is too low, but considers the fault lies in the system, that men have to pay for their footing, and that there is a dead set made against men recruited by outsiders. Says the late District Superintendent of Police of Hardoi complained he could not get recruits ; but numbers of good men were very soon obtained through the Tahsildar. Adds that one man, recruited through a pensioned sowar, cut his name in a few days on the ground of being "ghabraod" as he said.

Pitcher, Deputy Commissioner, Hardoi.

In England policemen are paid better than soldiers. Would give them here the same pay as sepoys with good-conduct allowances. Says the present pay attracts most inferior men.

Horsford, Deputy Commissioner, Hardoi.

Would have three grades, Rs. 7, 8 and 9. Promotion to be by seniority and good conduct.

Cowie, Deputy Commissioner, Hardoi.

Would raise to Rs. 7, rising to Rs. 10 by length of service, as in the native army.

Ferrar, Commissioner, Fyzabad.

Would fix the pay at Rs. 6, 7 and 8 net, giving, unless a man has a bad record, promotion to Rs. 7 after 10 years and Rs. 8 after 18 years' service. For the special detective branch, the pay should not be less than Rs. 8. Gives instances of Constables over 17 years' service on Rs. 6, and 32 years' service on Rs. 7.

Gibson, Deputy Commissioner, Bahraich.

If care is taken in recruiting, possibly a full Rs. 7 per mensem might attract fairly well-to-do recruits who did not depend entirely on their pay as their means of subsistence.

Barrow, Deputy Commissioner, Gonda.

Suggests that the grades of Constables be fixed at Rs. 6, 8 and 10, instead of Rs. 6, 7 and 8. Thinks men would work better having more to lose.

M. Samiullah, Judge, Rae-Bareilly.

Says the lowest pay should be Rs. 7. Not that that pay would stop bribery, but it would free Government from the reproach of putting men in a position in which they cannot clothe and feed themselves without being dishonest. Remarks that so long as a man's companions do not consider bribe-taking dishonest, we shall never be able to stop that which makes every inquiry in a village a nuisance and worry to the people. Says he has never found a butler or game-keeper at home refuse a tip.

Quin, Deputy Commissioner, Partabgarh.

Nothing under Rs. 7 will attract the stamp of men required. Many of the best recruits leave after a few months and go into the native army on account of the low pay and hard work.

Tweedie, Deputy Inspector-General.

Ryves, Assistant Inspector-General, Railway Police.

Would fix the pay at Rs. 6, 8 and 10 ; with recruits at Rs. 4.

Berrill, Assistant Inspector-General, Special.

Thinks it is not so much the insufficiency of the pay but the want of prospects which render it difficult to obtain satisfactory recruits. Would retain Rs. 6 as the pay of recruits, and have two other grades of Rs. 8 and 10, with allowances to men showing special aptitude as detectives.

Sherer, Personal Assistant.

Thinks a policeman should not get less pay than a soldier in the native army. Says, in all other countries policemen get higher pay than soldiers. The service is less popular, the duties more arduous, and the qualifications required of a higher order.

Question 8.—What is the lowest grade of officer, and on what pay, who should, in your opinion, be entrusted with the duty of making an original investigation ?

Hoskins, District Superintendent of Police, Meerut.

Head Constable on Rs. 25. If Thana Moharrir officiates he should get acting allowance, Rs. 10.

Cantor, District Superintendent of Police, Saharanpur.

As a rule, no officer on less than Rs. 25 should make an original inquiry. If unavoidable, an officer of lower grade should only act till relieved by a superior officer.

Smith, Magistrate, Muzaffarnagar.

Would have no hard and fast rule. Says it sometimes happens that no officer is left at a station, and that a Constable has to go out to make an investigation.

Petre, Magistrate, Aligarh.

Head Constable on Rs. 20, but circumstances might arise in which an officer on less pay would have to be employed.

Nugent, Superintendent, Dehra-Dun.

No Head on Rs. 10 should be anything beyond a writer, and no Head should be allowed to take charge of a station without having a station allowance of 20 per cent. on his pay.

Neale, Commissioner, Agra.

There should be three grades of Head Constables—Rs. 20, 30 and 40. The two higher grades might investigate.

Blennerhassett, Judge, Agra.

Rs. 30 per mensem.

Finlay, Magistrate, Agra.

No hard and fast rule. Would leave it to the discretion of the Station Officer.

Court, District Superintendent of Police, Agra.

Head Constable on Rs. 25. जयते

O'Brien, Inspector, Agra.

Head Constable on Rs. 25. If Thana Moharrir officiates in charge, he should get Rs. 10 acting allowance.

Conybeare, Magistrate, Muttra.

Head Constable on Rs. 25 per mensem.

O'Dowda, District Superintendent of Police, Muttra.

Would lay down no hard and fast rule, as a rush of crime may exhaust the resources of a thana. As a rule, however, would employ on original investigations no officer drawing less than Rs. 25.

Rose, Magistrate, Mainpuri.

Not less than Rs. 20 per mensem.

Alexander, Magistrate, Etawah.

Head Constable on Rs. 20 ; and if in charge of station, not less than Rs. 25.

Harrison, Magistrate, Etah.

Would, if possible, confine original investigations to officers not below the rank of 1st grade Head Constable on Rs. 25. Says Station Officers are too much disposed to shunt investigations on to the shoulders of their subordinates unless the case is one in which they hope to get *kudos*.

Connell, Magistrate, Bareilly.

Not less than Rs. 20.

Bullock, Magistrate, Bijnor.

Head Constable on Rs. 30 to 40. Prefers Rs. 40 as the lowest pay of the Investigating Officer.

Holmes, Magistrate, Moradabad.

Head Constable on Rs. 20 : not less.

Thomas, District Superintendent of Police, Moradabad.

No officer on less than Rs. 20 should be allowed to make an original inquiry, and *Station Officers should invariably be held responsible for investigation made by their subordinates.*

Howell, Judge, Shahjahanpur.

Sub-Inspector on not less than Rs. 50 per mensem.

Irwin, Magistrate, Shahjahanpur.

Would fix the pay of Head Constables at Rs. 20, 30 and 40, with the Rs. 10 station allowance when in charge.

Not below 2nd grade Head Constable on Rs. 15.

Macpherson, Magistrate, Pilibhit.

Second grade Head Constable on Rs. 20. Would like to see the pay raised to Rs. 25, and that of 1st grade Head Constable to Rs. 30. Says no Sub-Inspector should draw less than Rs. 40, and a 1st grade Head Constable in charge of a station should get an allowance of Rs. 5.

Gray, Magistrate, Allahabad.

No officer drawing less than Rs. 30 should be allowed to conduct investigations.

Sharpe, District Superintendent of Police, Allahabad.

Head Constable on Rs. 20 to 25. Considers that the Sub-Inspector, or officer in charge of station, should be made responsible for all cases. Thinks that when the officer in charge of the station is present, the Head Constable should only investigate very trifling cases.

Wright, Magistrate, Cawnpore.

Not below Head Constable on Rs. 20. Adds that in his experience the work obtainable from an officer on low pay, with good hopes of promotion, is very much better than that to be got out of an officer on higher pay with few hopes of promotion. Looks upon promotion by selection as quite an important factor in the improvement of police work as higher pay in the lower grades.

Hamblin, Magistrate, Cawnpore.

Would have no hard and fast rule. Points out that under Section 157, Criminal Procedure Code, the Station Officer may depute a subordinate to inquire; but under Rule 42 (IV), page 154, Police Manual, (1881), he is himself responsible for his subordinate's action. Thinks it would be a pity to hamper him in his choice as some inquiries require men of particular castes, &c. Considers that if Station Officers were made to understand that they were directly responsible for the detection of serious crime in their jurisdictions, and that this was a much more important matter than showing 40 per mille reports or a high percentage of convictions in cognisable cases, much would be gained.

Kitts, Judge, Jaunpur.

No hard and fast rule practicable. Better men must be got all round.

Adams, Commissioner, Benares.

Points out that only the officers in charge of a station can investigate and chalan. Would make a rule that the Thana Moharrir never take up an inquiry.

White, Magistrate, Benares.

Considers that investigations should not ordinarily be made by an officer drawing less than Rs. 25 per mensem. Does not approve of the idea of classifying cases, as there is more fear of extortion and other malpractices in petty than in serious cases.

Crooke, Magistrate, Mirzapur.

Not under Rs. 30, if possible; but cannot see how this can be done. It is better to have a case investigated by a man on Rs. 10 than to have no inquiry, or one held after long delay.

Luffman, District Superintendent of Police, Gorakhpur.

Would prefer to fix the lowest pay at Rs. 50. It should certainly be not less than Rs. 30.

Wyer, Magistrate, Basti.

Not less than Rs. 30.

Rustomji, Magistrate, Ballia.

Not less than Rs. 25 to 30.

Bateman, Deputy Commissioner, Jalaun.

Head Constable on Rs. 20 per mensem.

Currie, Commissioner, Sitapur.

Not less than Rs. 25.

Fitcher, Deputy Commissioner, Hardoi.

Not less than Rs. 30.

Cowie, Deputy Commissioner, Kheri.

Not less than Rs. 20 substantive pay.

Ferrar, Commissioner, Fyzabad.

Not below a Head Constable on Rs. 15. Honesty is a marketable commodity and must be paid for.

Gibson, Deputy Commissioner, Bahraich.

No officer on less than Rs. 30 per mensem.

Barrow, Deputy Commissioner, Gonda.

Says Head Constables should get Rs. 20, 25 and 30, instead of Rs. 15, 20, and 25.

M. Samiullah, Judge, Rae-Bareilly.

Offers no opinion. Says that the money required to square an Investigating Officer generally varies according to his grade and pay. Thinks that money is not so generally given as is supposed; but that a really lucrative case is seldom, if ever, refused. Would leave selection of Investigating Officers entirely with District Superintendents of Police.

Quin, Deputy Commissioner, Partabgarh.

Tweedie, Deputy Inspector-General. First and second grade Head Constables on Rs. 15 and Rs. 25 should be allowed to investigate, and in special circumstances Head Constables on Rs. 10. Head Constables in charge of police stations should receive staff allowances.

Ryves, Assistant Inspector-General, Railway Police. No officer drawing less than Rs. 25 a month should have anything to do with investigations. Quotes Police Committee of 1863 on the position of the Station Writer with approval.

Berrill, Assistant Inspector-General, Special. Not less than Rs. 25. Adds that all Investigating Officers should, for six months during their probation, be employed as Station Writers.

Sherer, Personal Assistant. Is of opinion that except in cases of emergency, no officer drawing less than Rs. 25 should be allowed to make an original investigation.

Question 9.—Do you consider that any alteration should be made in the rules for inquiries into reports of burglaries and thefts (Circular No. 19, dated 20th June, 1883)? And if so, what amendment is, in your opinion, desirable with a view to diminishing the number of investigations likely to lead to no result?

Hoskins, District Superintendent of Police, Meerut. Suggests that in all cases of burglary and theft the Police should exercise the discretionary power given to them under Section 157, being guided not so much by the amount as by the wishes of complainant. Would limit the duration of local investigations to one or two days unless the complainant, by written request, asks for a continuance of the inquiry. Says that most of the Police malpractices are due to protracted inquiries and the investigation of petty cases.

Cantor, District Superintendent of Police, Saharanpur. Would make all inquiries into burglaries and thefts up to Rs. 10 value dependent on the wish of the complainant.

Petre, Magistrate, Aligarh. Does not see how these could be altered with advantage, unless perhaps Police officers were allowed to refuse petty investigations unless specially ordered to take them up by District Superintendent of Police. Doubts if this would work.

Nugent, Superintendent, Dehra-Dun. Would make all burglaries up to Rs. 10 non-cognisable except on the wish of the complainant.

Neale, Commissioner, Agra. Would allow 12 hours only for all inquiries into petty cases, but would allow the complainant to renew the inquiry again by written request if he wished.

Finlay, Magistrate, Agra. *Burglaries.*—The rules about investigation in burglaries are good, especially Rule 3, which in petty cases makes the investigation at the option of the sufferer or of the officer in charge of the station. But the difficulty is to ensure that only petty cases are passed over. The temptations to conceal the real value of the property stolen are often very great on both sides. In the case of the loser, if he is convinced that he is not likely to recover his loss, *e. g.*, if it is cash or grain, or something unrecognisable that has been stolen, he is only too anxious to get the Police out of his house; and the Police on their side, believing that search is hopeless, are quite willing to hush up the matter, and the simplest way to do so is to enter it as a Rs. 10 or Rs. 5 theft. Then it is notorious that when a person asserts he has lost a very large sum in money or property, the Police are too often much more anxious to prove he has exaggerated his loss than to search for the offenders. This is of course owing to the exaggerated impressions the Police have of the weight we attach to their *nakshas*. If we could disabuse the minds of Investigating Officers of this unfortunate idea, we would go far to receiving more accurate returns. There is also a pernicious habit which the public most justly detest, *viz.*, that after a big burglary or theft, not to speak of a dacoity, a *posse* of Police establish themselves in the village and live on the public in general, and the man who has been robbed in particular. Forty-eight hours in most cases, and four days is nearly all, ought to suffice for the investigation by the Police of a particular crime at a particular spot; and they should not be allowed to remain longer. I of course exclude spies. If need be, the Police might return to record any particular evidence or to inquire into some particular fact; but they should

not be allowed to set up house with the man who has been plundered. I admit at once the extreme difficulty of laying down a hard and fast rule for such cases.

Cattle-theft is so common a crime and its consequences are so grave to the person plundered that I would not alter the rule that every case be carefully investigated. The difficulty is to insure this without undue hardship to the person who has lost his cattle. He should not be compelled to remain with the Police during the investigation, as he very often is now. Another practice which I know works harshly, is to place all suspected cattle and animals in the pound. It is true they are safe there, but the fees amount up rapidly ; and I have known cases where the owner of the cattle suffered very grave hardship by having to pay for their keep. If the claimant is a respectable man the property should be given up to him at once (on security if need be) unless there are very grave reasons to the contrary. With regard to any suggestion for reducing the number of investigations into these cases—burglaries and cattle-thefts—I think the proportion investigated is so small that no measures are desirable in that direction.

Would have no inquiry in cases of house-breaking without theft ; but says great care should be taken to avoid cases with theft being returned as cases without theft, to avoid trouble of making inquiry. Inspector should be able to check this propensity by local inquiries.

Court, District
Superintendent of
Police, Agra.

Would have no investigation made in burglaries under Rs. 10, and in thefts under Rs. 20, unless complainant demands an inquiry or the Station Officer, and no grounds to be recorded for making such.

O'Brien, Inspector,
Agra.

Investigations cause worry, and should be avoided where possible. Does not think the Police need investigate, without order of a Magistrate, cases of—(1) mischief by fire, (2) thefts under Rs. 10, and (3) cases of criminal trespass.

Conybeare, Magis-
trate, Muttra.

Would very strongly urge that ordinarily no Police investigation need be made in—(1) simple burglary, (2) attempts at burglary, (3) petty burglaries and thefts under Rs. 10, (4) criminal trespass, (5) mischief, except at the special request of the complainant ; inquiry being otherwise made only in the rare instances in which the culprit is known or suspected. Under the present rules the time of the Police is much wasted in making fruitless investigations, which are not only detrimental to the efficient performance of other duties, but harassing to the people.

O'Dowda, District
Superintendent of
Police, Muttra.

Suggests that where a case of burglary has been committed, no property having been lost, and the offender not having been recognised, no inquiry should ordinarily be made, unless at the request of the injured party, or under order of the District Superintendent of Police or Magistrate.

Rose, Magistrate,
Mainpuri.

Thinks that Clause II, Section 157, leads to under-valuing stolen property. Says that it is impossible without local inquiry to know whether a case is false or not. The proper way of diminishing false reports is by prosecuting those who make them. If certain classes of cases, such as petty thefts and burglaries without loss (as recommended by Balmokand, Deputy Magistrate), were left to the discretion of the Police to investigate or not, it would doubtless save a lot of trouble ; but does not think such a rule would do any good.

Alexander, Magis-
trate, Etawah.

Is strongly opposed to any extension of the period of detention. Believes it would lead to much oppression, especially in cases of receiving stolen property.

Harrison, Magistrate,
Etah.

Suggests no amendment. Thinks if the minimum were raised it would lead to complaints.

Bullock, Magistrate,
Bijnor.

In this district an alteration in the rules has already been made, and I think it is in the right direction. The question of investigations of burglaries, and of the alteration in question, is fully discussed in para. 18 of the Annual Police Administration Report of the Moradabad district for 1889.

Holmes, Magistrate,
Moradabad.

Circular No. 19 directs that all cases of house-breaking by night, under Sections 456, 457, 458 and 459, Indian Penal Code, should be investigated by the Police ; but in this district there is an order now in force directing the non-investigation of such burglaries in which property less than five rupees in value has been stolen, except the complainant desires that an

investigation should be held. This order was in force in 1889, and with good results. In the first place, 494 more cases of burglary of all kinds were reported, and burglaries without thefts rose from 269 to 550. Reports of burglaries under Rs. 5 in value doubled, having risen from 169 to 351, and burglaries of Rs. 10 in value advanced from 209 to 262. On the other hand, attempts decreased, which was only natural, as the complainants were no longer under the necessity of reporting genuine cases as attempts in order to escape interference from the Police. I think this amendment, which I believe has the sanction of the Inspector-General of Police, is a very good one, and, if properly worked, will be quite sufficient, as it will save the Police from making investigations in numberless petty cases. The only fear is that Station Officers may enter cases as burglaries under Rs. 5 in value, when they are really of higher value, in order to save themselves from even more investigations. I think, however, a careful watch on them by District Superintendent of Police and his Inspectors will prevent this; and also whenever the property taken is valuable, the owner is pretty sure to insist on inquiry and thorough investigation.

Thomas, District
Superintendent of
Police, Morad-
abad.

I cannot do better than attach a copy of an extract from my last annual report on the above subject. It is a full answer to this question, and is accompanied by convenient figures.

Extract from Police Annual Administration Report of the Moradabad District for 1890.

18. Burglaries of all kinds.

Year.	Number of completed cases reported.	Number of cases in which property under Rs. 5 in value was stolen.	Number of cases in which property over Rs. 5 in value was stolen.	Number of cases without theft.	Attempts at the offence.	Total number of cases reported.	Number of cases convicted under original charge.	Number of cases convicted under Section 411, Indian Penal Code.	Total cases convicted.	Percentage of cases convicted to tried out.	Percentage of persons convicted to tried out.	Cases pending at close of year.	Percentage of property recovered to stolen.
1888 ...	378	169	209	269	394	1,041	77	14	91	74	69	...	10
1889 ...	617	355	262	550	368	7,535	134	28	162	80	73	...	13
1890 ...	700	452	248	690	431	1,844	136	21	157	85	80	9	16

These statistics conspicuously demonstrate what the result of our experiment has been in connection with the local orders directing the Police to take up no investigation of petty burglaries under Rs. 5 in value except by express wish of the sufferer. I have explained all the measures adopted by us most exhaustively in my two last annual reports; so it would be tedious and unnecessary to reiterate all I have written before.

I need only remark that all our expectations have been more than realised. The people have appreciated the blessing of the non-interference of the Police in small frivolous events, and they have therefore freely reported such occurrences.

The Police have reaped a very substantial benefit by being given much more opportunity to work out important cases. On the other hand, they have not misapplied the confidence extended to them, as the returns clearly prove that no diminution of serious cases have been recorded, and no laxity of exertion in detecting and convicting cases has followed.

No better success could be looked for in the short space of two years; and it convincingly reveals that, had not these special local measures been put into force, quite 351 cases would never have been reported.

It will be noticed that the increase occurred exactly where the shoe used to pinch hardest, if I may so express it, *viz.*, under cases of Rs. 5 in value and of simple burglary without loss; and in attempts, on the other hand, cases over Rs. 5 in value have, during 1889-90, shown a considerable upward tendency, that is to say, since the promulgation of the local order at end of the year 1888.

The table subjoined so vividly expounds what has occurred that it is useless for me to unfold further the great advantages derived from the introduction of our special arrangements. Suffice it to say that they have been well and heartily appreciated by our over-burdened Police, and likewise by, what I might almost term it, a grateful emancipated public.

Would extend the rule for thefts to burglaries also, and make all burglaries up to Rs. 10 optional inquiries. Macpherson, Magistrate, Pilibhit.

Would include burglaries without loss in the category of attempts, unless the culprit is caught in the house. Much valuable time is lost in investigating this class of cases as the Police have no clue to guide them. Gray, Magistrate, Allahabad.

Would include in the list of cases in which investigations need not be made "burglary without theft," and would alter the wording of the Circular from the imperative to the permissive. Sharpe, District Superintendent of Police, Allahabad.

Suggests no inquiry in cases under Sections 379, 380 and 454, Indian Penal Code, where property stolen is less than Rs. 50, except at request of complainants. Kitts, Judge, Jaunpur.

Would have *all* cattle-thefts inquired into, and "strays" entered as "thefts" in Agra, Meerut and Rohilkhand Divisions only, if not recovered within two or three weeks.

Cases under Sections 458 and 459 should always be investigated, but under Sections 456 and 457 only when subsequent offence committed. In other cases optional.

No alteration required.

White, Magistrate, Benares.

I am not inclined to recommend any modification in the existing rules; but I suspect that the provisions of para. 1, Rule II of the Circular above referred to, are not observed. I think that the Station Police very often, in order to improve their *nakshas*, take up petty cases of field-thefts and the like, because they know that they can secure an easy conviction, and force the complainants to prosecute even when they are not anxious to attend the Court. I would recommend the issue of a rule discouraging such prosecutions, and I would so arrange the crime returns as to show such cases separately, and remove all temptation to take up this kind of prosecutions when the complainant shows no desire to prosecute. Crooke, Magistrate, Mirzapur.

In the following classes of cases investigation should be made dependent on the wish of the complainant:—(1) thefts (see cattle-thefts), up to Rs. 20; (2) burglaries, attempts, without loss and with loss, less than Rs. 10. Luffman, District Superintendent of Police, Gorakhpur.

Thinks no alteration necessary. The rules, if intelligently and fairly worked, do not involve an unnecessary number of useless investigations. Wyer, Magistrate, Basti.

The present rules regarding inquiry into reports of burglaries and thefts as entered in Circular No. 19, dated 20th June, 1883, require slight amendments in my opinion. Taking the *resumé* given in clause v of that Circular, I consider that the rules laid down there about offences under Sections 381, 382, 455, 456, 457 and 458, Indian Penal Code, are adequate; but I would suggest an alteration in the case of offences falling under Sections 379, 380, 453 and 454, Indian Penal Code. In those cases, unless property of the value of Rs. 10 or upwards shall have been stolen, or unless the injured persons require it, no investigation is to be made. Now it is a notorious fact that Police work, as Police work is judged, simply by the number or rather percentages of convictions to inquiries. The result of this is that when a report about any one of these four offences relating to stolen property worth less than Rs. 10 is made, and if there is a strong probability of the offence being brought home to the guilty party, the Police, as a matter of course, enquire into it, whether the injured party wishes it or not. No property, in the case of the burglary sections, or property worth less than Rs. 10, may have been stolen; but the allurements of getting a conviction, on the basis of which alone a Police officer's work is judged at present, is too much, and an inquiry is forthwith held. I would then recommend, as regards offences falling under Sections 379, 380, 453 and 454, Indian Penal Code, involving property worth less than Rs. 10, that the Police officer *shall* in such cases hold *no* inquiry even if the injured party wishes Rustomji, Magistrate, Ballia.

it. As a matter of course, the report of the offence goes to the Magistrate in charge, who can direct an inquiry if he so wishes. On the other hand, the injured party himself can have recourse to the criminal courts. Even if an inquiry be made, I would not allow the result of such prosecutions to be shown in the police statistics to their credit or discredit. It is notorious that at the present time an officer who obtains convictions in ten petty cases of (say) crop-thefts, where grain of the value of 1 to 8 annas may be stolen, gets a great deal more *kudos* for having procured these convictions than one who honestly sets about his work and discovers an offender who has committed a serious burglary by night and made off with property worth hundreds of rupees. Moreover, the regard paid to such petty offences draws off the attention of the Police from more serious crimes; and whereas poor and hungry men, stealing a handful of grain, are liable to be hauled up and punished immediately, the confirmed burglar or notorious thief gets off through this system of checking a policeman's good or bad work simply by the number of convictions he obtains. It is for this reason that I would exclude from Police statistics all convictions or acquittals obtained by them in cases under Sections 379, 380, 453 and 454, Indian Penal Code, in which property of smaller value than Rs. 10 was involved.

Currie, Commissioner, Sitapur.

Would rule that "no investigation should follow in either reports of burglaries or thefts unless the property stolen is of the value of Rs. 10 or upwards, and complainant accuses or reasonably suspects some one, and unless the complainant himself distinctly demands an inquiry." Considers it absolutely necessary, as far as possible, to diminish harassing investigations, and to keep the Police from being brought into contact with the people where there is no possibility of the investigation leading to any result.

Cowie, Deputy Commissioner, Kheri.

No alteration required.

Gibson, Deputy Commissioner, Bahraich.

Says all Police investigations are attended with oppression. Would therefore have no investigations in cases of burglary and theft, when the property stolen was under Rs. 20, unless the complainant asked for it.

Barrow, Deputy Commissioner, Gonda.

No alteration is required if the Police only worked the Circular properly. As it is they do not look to the wishes of the complainant but to whether a conviction is likely to be obtained.

Quin, Deputy Commissioner, Partabgarh.

Is not inclined to recommend any change, but deprecates "challans" in cases of petty thefts of a few ears of corn, a piece of wood, &c., (question 33).

Tweedie, Deputy Inspector-General.

Yes. Burglaries and ordinary thefts in which the property stolen is of less value than Rs. 10, should not be investigated unless at the request of the complainant.

Ryves, Assistant Inspector-General, Railway Police.

Makes the following suggestions :—

Ordinary thefts, Sections 379 and 380.—Should not ordinarily be investigated unless the property stolen is valued at Rs. 15 or over.

Cattle-thefts, Sections 379 and 380.—Should not ordinarily be investigated if the cattle stolen have been immediately abandoned and recovered by the owner, or if there is no prospect of discovering the thieves. In all other cases investigation should invariably follow.

House-breaking by night, Section 457.—Shall not ordinarily be investigated unless property is reported to have been stolen.

The officer in charge of the station should, however, if necessary, use the discretionary power vested in him, under Section 157, in all cognisable offences reported.

Berrill, Assistant Inspector-General, Special.

In replying to this question I would urge that a hard and fast rule cannot be observed. Instructions may be issued for general guidance; but the carrying out of the provisions of Section 157, Criminal Procedure Code, should be left more to the discretion of the District Superintendent of Police, who is the first officer directly responsible for the police administration of his district. To show the necessity for this, I will refer to the subject of ordinary thefts. A limit of Rs. 10 as the loss is fixed in Circular No. 19 of 20th June, 1883, and the directions as regards the investigation are "shall" and "shall not." (I don't allude in any way to the exception in the matter of a request being made). The word "shall" makes it obligatory; and the term "investigation" is, as a rule, misconstrued into "local investi-

gation." This is not necessary according to the provisions of Section 157, Criminal Procedure Code; and I would suggest the terms used in para. v of the same Circular "should ordinarily." As regards the terms "shall not" the terms "need not" would with advantage be substituted. It frequently happens an injured party, at a fair or pressed for time and unwilling to attend a Court, does not desire to prosecute. In ordinary cases, restriction of action is decidedly advisable; but if the thief is a habitual offender, nothing should stand in the way of his punishment. It will, I think, be admitted that there are many habitual offenders who take the opportunity of fairs and other occasions to commit petty thefts, having a fair idea that the injured party will not charge. Such cases might be disposed of with or without local investigation. The same remarks apply to Sections 380 and 381. In both these cases, the latter in particular, a request for an investigation is almost bound to be made; and there will be very rare cases indeed in which it is not made in cases coming under Section 382. All cattle-thefts should be investigated. Investigations in cases under Section 453 should certainly be subject to a request made; and the present rule for Section 454 might hold good. As no loss of property is occasioned under Section 455, investigations might be subject to a request being made. Action under this Section affects the complainant and the accused, and not the public. Experience has shown that investigations under Section 456, unless the accused has been caught in the act, have proved fruitless, and have been a useless waste of labor to the Police and annoyance to the public. In very exceptional cases will it be found possible to obtain proof against a man who simply commits a burglary or makes an attempt to do so, unless he is caught in the act. The offences described in Sections 457 and 458 are very serious ones, and I would continue the rule, substituting the term "should" for "shall."

Yes. Burglaries and ordinary thefts in which the property stolen is of less value than Rs. 10, should not be investigated unless at the request of the complainant.

Sherer, Personal Assistant.

Question 10.—Are you of opinion that the rule contained in Section 61, Criminal Procedure Code, limiting the detention of an accused by the Police to 24 hours, should be extended? And if so, to what period and for what reasons?

The limit of detention of accused by the Police to 24 hours should certainly not be extended.

Hoskins, District Superintendent of Police, Meerut.

Section 61, Criminal Procedure Code, is a very necessary provision of the law, and should not be altered. If an accused person does not voluntarily make a statement to the Police or give a clue to a case in 24 hours, he certainly will not do so in as many days without illegal pressure. The longer the accused is with the Police the greater will be the temptation to resort to unfair means.

Would *not* extend the limit.

Cantor, District Superintendent of Police, Saharanpur.

Says the rule exists only to be evaded, and that 48 hours would be a more reasonable time to allow.

Smith, Magistrate, Muzaffarnagar.

Considers that the period might be extended to three days. The present period is undoubtedly often insufficient, *i. e.*, in cases where persons are found in possession of property which must be stolen, and they are unknown to the police, the present rule, instead of alleviating the prisoner's condition, often brings on him a wearisome trudge into the station, in custody and insufficiently fed. Valuable time is also lost and the result of the inquiry endangered.

Steel, Judge, Aligarh.

Sees no reason for extending the time now allowed.

Petre, Magistrate, Aligarh.

Would authorise a 1st grade Head Constable or any Sub-Inspector to extend detention to 48 hours, subject to sanction of Magistrate.

Neale, Commissioner, Agra.

Would allow only the Magistrate who is to try the case to grant a remand, and would give just sufficient time to refer to him.

Blenne r h a s s e t t, Judge, Agra.

- Finlay, Magistrate, Agra. Would extend the period to a maximum of three days' detention after arrest. In practice every accused is detained more than 24 hours, and the practice may as well be recognised. Refers to the Police system of keeping a man "zernigrani," and says Police Officers will not arrest till they have their proof complete, and that it takes more than 24 hours to do that.
- Court, District Superintendent of Police, Agra. Would *not* extend the period. Thinks present law, if properly worked, is sufficient; but holds that if the law is duly worked up to a percentage of 80 per cent. or over of persons convicted to arrested, cannot be looked for.
- O'Brien, Inspector, Agra. Would extend to 36 hours.
- Conybeare, Magistrate, Muttra. Would not extend. A remand is always obtainable.
- O'Dowda, District Superintendent of Police, Muttra. No; there is no necessity to extend the period of detention.
- Rose, Magistrate, Mainpuri. This is a very difficult question to answer. It would be necessary to enter into very great detail if I were to give my reasons; but I am of opinion that the time of detention should not be extended. The mistake made by the Police is in considering it necessary that they should complete and close their investigation before an arrest is made and the accused sent up for trial. I scarcely remember an instance in which the Police have sent up a case with just sufficient evidence to justify a remand; and then when the evidence has been taken by the Court, presented an application for a remand in order that further evidence might be obtained. And yet in a Magisterial Court in England it is a constant practice. The investigation by the Police and the enquiry before the Magistrate proceed, *pari passu*, until the case is closed, and the Police have no further evidence to produce. I need scarcely point out how such a practice as this—and it is one legalised by the existing law—would check irregularities on the part of the Police. The present practice of the Police is to search for every missing link in the chain of evidence; and I fear occasionally to fabricate a missing link when it cannot otherwise be discovered, to take the defence of the accused, to hear his witnesses, and to postpone and delay the investigation because some obscure and unnecessary shred of evidence is not forthcoming, with the result that the investigation sometimes hangs on for weeks.
- Alexander, Magistrate, Etawah. Sends up Rai Balmakund, Deputy Magistrate's opinion that extension to 48 hours would stop many illegal detentions. Himself advocates the period being extended to three days on good cause being shown. Thinks Magistrates and District Superintendents of Police by careful supervision might prevent this power being abused.
- Connell, Magistrate, Bareilly. No extension required.
- Bullock, Magistrate, Bijnor. Thinks that the present rule is systematically evaded. Thinks detention of accused absolutely necessary to successful result of inquiry. Would recommend extension of period to 48 hours, but remarks that the moment a remand is asked for and the accused placed before a Magistrate, the inquiry invariably collapses.
- Holmes, Magistrate, Moradabad. Would extend to 48 hours.
- Thomas, District Superintendent of Police, Moradabad. Would recommend 48 hours for Thanas a long distance off, and 24 hours for Thanas closer to the Head-Quarters. Says an Investigating Officer cannot be expected to complete his inquiry in less than 24 hours in any case. Remands should be more freely given.
- Howell, Judge, Shahjahanpur. No extension required.
- Irwin, Magistrate, Shahjahanpur. Twenty-four hours in custody long enough, but Police should be allowed to keep a suspected person under observation: not interfering with his meals or ordinary movements, but not allowing him to leave the village or to converse with any one except in their presence for at least a *week*.
- Macpherson, Magistrate, Pilibhit. No extension required.
- Gray, Magistrate, Allahabad. Would extend to 48 hours, as the present limit is not sufficient unless the culprit is caught red-handed. Does not, however, think that even if the period is so extended it will put a stop to the present custom of illegal detention.

Would extend to 48 hours. Nothing is gained by limiting the period, and remands are seldom given, as subordinate Magistrates will not take the responsibility. Says that to his personal knowledge many persons illegally detain persons simply because they could not otherwise get to the bottom of their cases.

Sharpe, District Superintendent of Police, Allahabad.

Would not extend in ordinary cases, but in special cases for special reasons stated, would allow an extension.

Hamblin, Magistrate, Cawnpore.

Does not think extension should be allowed. In very heinous offences suggests that a superior officer should be told off to shadow the suspected person. Would not object to the accused being detained under Section 167 if he himself agrees to such detention in preference to going to the lock-up. In other cases considers the Punjab rule (*cf.* p. 117, Prinsep's C. P. C.) gives the utmost license permissible.

Kitts, Judge, Jaunpur.

Does not think it would *at present* be safe to extend this period.

White, Magistrate, Benares.

I would not at present recommend any change in the law, because I do not think that, in view of the constant complaints of the High Courts in this matter, a case could be made out to the satisfaction of the Legislature. This custom of collecting all suspected persons at the scene of the crime is a relic of the old system of investigation, which has been completely discredited. The best detectives find no advantage in this mode of inquiry; and it is very doubtful if it leads to any good result. I think, if the period was extended, it would lead to complaints against the Police, that having once arrested a man, they were determined to make evidence against him at any cost. In the present state of feeling of the superior Courts against the Police, I imagine that this view would occasionally be accepted, and the difficulties of securing convictions increased. Until the rural classes generally have more confidence in Police proceedings than is the case at present, I doubt if much improvement can be expected; and I am very doubtful as to whether this result can be attained in the manner suggested in this question.

Crooke, Magistrate, Mirzapur.

Would extend the period to 72 hours. Says it is very difficult to get anything out of an accused person. Believes the extension would tend to put a stop to cases of torture, which is only resorted to in order to get as much information as possible out of the accused before he leaves Police custody.

Luffman, District Superintendent of Police, Gorakhpur.

Sees no sort of reason for extending the period of detention.

Wyer, Magistrate, Basti.

Would extend the limit to 72 hours.

Rustonji, Magistrate, Ballia.

Would extend to 48 hours, as an officer cannot be expected to work night and day. The present rule means only 12 hours, which is not sufficient, consequently it is systematically evaded.

Bird, Deputy Commissioner, Jhansi.

Says the rule has always been evaded. Would not extend for towns, but in rural circles would extend to 48 hours, as it is often necessary to send some distance to obtain important information.

Bateman, Deputy Commissioner, Jalaun.

Is of opinion that this limit should not be extended.

Currie, Commissioner, Sitapur.

Yes, to 72 hours. The Police now delay in arresting the accused till the very last moment; and then often spoil cases, as the accused get time to fabricate *alibis* and to intimidate witnesses.

Pitcher, Deputy Commissioner, Hardoi.

Would not extend.

Cowie, Deputy Commissioner, Kheri.

Like most other too stringent rules, this is more honored in the breach than the observance. Would extend to 48 hours, and thinks this even too little.

Gibson, Deputy Commissioner, Bahraich.

Should be extended to 48 hours in all cases in which there is no Magistrate within five miles.

Barrow, Deputy Commissioner, Gonda.

Would on no account extend this period.

Quin, Deputy Commissioner, Partabgarh.

Would *not* extend the 24 hours' rule.

Tweedie, Deputy Inspector-General.

Ryves, Assistant Inspector-General,
Railway Police.

Under the old Burkundaz system 48 hours were allowed. I am decidedly of opinion that the 24 hours should be extended to 48 for the following reasons :—

- (a). Really 12 hours only are allowed for the investigation, as the 24 hours includes a night of 12 hours when nothing can be done; and in almost all cases it is impossible for the Police Officer to complete his investigation in that time. It is absurd, as some do, to say that the presence of the accused is not necessary, and that he should be sent in at once.
- (b). I will give an instance of how the rule works against the Police. An accused is caught red-handed at a village and brought to the thana, say, at 4 P. M., from a village 3 or 4 kos off. If a *prima facie* case is made out against the man, the Police Officer is obliged to re-arrest him under Section 59, Criminal Procedure Code. It would not be proper for the officer to start off that evening, as it would be dark before he reached, and he would not know where to secure his prisoner at the village. He could not very well start before 6 A. M. the next day, the journey would absorb another two hours, so that before he commenced the investigation even sixteen hours would have gone. To any one who has had any experience in investigations the difficulty of getting hold of witnesses must be well known. They cannot be found at a moment's notice. The Police Officer has only 8 hours to work in and send up his prisoner and chalan. It may be urged a remand could be asked for. True; but in Section 167 it is made imperative that the accused be sent to the Magistrate with the application. This stultifies the whole proceeding if the presence of the accused is necessary.
- (c). The limited time allowed is the cause of malpractices and false entries in the diary, inasmuch that the Investigating Officer, to give as much time as he can, makes false entries of time, keeps the accused under surveillance, as he says, but really in custody, and does not enter time of arrest till near the completion of the inquiry. I don't think we should ask Police Officers to do impossibilities by restricting them to so limited a period.

Berrill, Assistant Inspector-General,
Special.

I would rigidly enforce the 24 hours' rule contained in Section 61, Criminal Procedure Code, and would not recommend an extension of this limit. I see no advantage to be derived from doing so. On the other hand, it is open to grave abuse, and is opposed to any measures which might be adopted to call forth the detective ability of the force. The only object it can have is by undue pressure to influence an accused, and through him to work out a case. Any improvement which is to be effected in the matter of detection must be by doing away with what is nothing more or less than a slovenly habit of work in depending on the assistance, in the way of admissions, obtained from accused parties, instead of working out independently the details required in detection. Perhaps the country is not quite prepared for the measures I suggest; but to secure efficiency in the Police, such measures must eventually be adopted.

Sherer, Personal Assistant.

Would not extend the period, but thinks Deputy Magistrates should not be discouraged from granting remands.

Question 11.—With reference to Section 170 and Section 173, Criminal Procedure Code, as amended by Section 7, Act X of 1886, and G.O. Judicial (Criminal) Department No. $\frac{690}{VI-395-20}$, dated 9th April, 1886, should the District Superintendent of Police be empowered, on receipt of a chalan, and before submitting the case to a Magistrate—

- (1) *to discharge witnesses who, in his opinion, are unnecessary;*
- (2) *to apply for a remand, Section 167, Criminal Procedure Code; and*
- (3) *to discharge on bond (Section 169, Criminal Procedure Code), accused persons against whom he considers the proof to be insufficient, or in whose cases further inquiry appears to be necessary?*

Would give all three, and would cancel G. O. quoted, making all chalans to go direct to District Superintendent of Police.

Yes; to all three.

Says, the District Superintendent of Police already has these powers under Section 550, Criminal Procedure Code, and that he holds him responsible for exercising them.

- (1). Yes; Police Officers have very crude notions of what evidence is required, and often send up useless witnesses, to whom great hardship ensues.
- (2). No; does not see the necessity. Let the witnesses be examined at once.
- (3). Certainly District Superintendent of Police is not in the least likely to discharge in case where it is not quite clear that the evidence is insufficient.

Would alter the G. O. and send all cases to the District Superintendent of Police, who should be responsible for the prosecution.

Yes; to all three.

Yes; to all three. Would also under (1) empower the District Superintendent of Police to pay diet-money to witnesses so discharged.

Yes; to all three, and would have all chalans sent to District Superintendent of Police.

Yes; to all three.

Would give District Superintendents of Police all these powers. Thinks he is just as fit to exercise them as are most of the Courts which try criminal cases now-a-days.

Yes; to all three: (1) to enable District Superintendents of Police to discharge any witness who gives a contradictory statement to what he made before the Police or is refractory or likely to give evidence which would ruin the case.

No; would give neither (1) nor (3). Says District Superintendent of Police could only exercise these powers when at Head-Quarters, and can always move the Magistrate trying the case to exercise them. Doesn't see what would be gained. As to (2) the District Superintendent of Police can always apply for a remand if he considers that further evidence is forthcoming.

Says yes to (1); but would insist on District Superintendent of Police informing Magistrate that he has done so. Says No to (2) and (3), as he doesn't see the necessity.

Would give all three, but confine to District Superintendent of Police only, and not allow him to delegate to an assistant.

Yes; to all three.

Would give all three. Says whatever the law allows District Superintendents of Police have always exercised these powers.

Hoskins, District Superintendent of Police, Meerut.

Cantor, District Superintendent of Police, Saharanpur.

Smith, Magistrate, Muzaffarnagar.

Petre, Magistrate, Aligarh.

Nugent, Superintendent, Debra-Dun.

Neale, Commissioner, Agra.

Finlay, Magistrate, Agra.

Court, District Superintendent of Police, Agra.

O'Brien, Inspector, Agra.

Conyheare, Magistrate, Muttra.

O'Dowda, District Superintendent of Police, Muttra.

Rose, Magistrate, Mainpuri.

Alexander, Magistrate, Etawah.

Harrison, Magistrate, Etah.

Connell, Magistrate, Bareilly.

Felton Smith, District Superintendent of Police, Bareilly.

- Bullock, Magistrate, Bijnor. Would say "Yes" were District Superintendents of Police better; but does not think much of them; nevertheless hopes that they will improve if more work and greater responsibility is cast on them. Still says "Yes" to all three.
- Holmes, Magistrate, Moradabad. Would *not* give any of these powers. Thinks District Superintendents of Police have quite enough to do without making them go through all chalans.
- Thomas, District Superintendent of Police, Moradabad. Thinks all District Superintendents of Police should have these powers, otherwise how are they to prepare their cases for Court.
- Howell, Judge, Shahjahanpur. Yes.
- Irwin, Magistrate, Shahjahanpur. Yes; to all three.
- Macpherson, Magistrate, Pilibhit. Yes; to all three.
- Gray, Magistrate, Allahabad. Sees no objection to giving the District Superintendents of Police power to discharge witnesses; but would not alter the present law so as to give the powers specified in (2) and (3).
- Sharpe, District Superintendent of Police, Allahabad. Thinks it would occasionally be extremely beneficial if the District Superintendents of Police had these powers; but adds that chalans should as at present go, as a rule, direct to the Magistrate.
- Hamblin, Magistrate, Cawnpore. Would give all three powers. Under (2), however, would have the statements of the witnesses then present recorded before the remand is granted.
- Reynolds, Judge, Banda. Considers these powers should be given as it would be a saving of time to the Magistrate and effect a more complete separation of judicial and executive functions.
- Kitts, Judge, Jaunpur. (1). Suggests adoption of rule in Bengal Police Crime Manual, quoted at page 120, Prinsep's Criminal Procedure Code, after inquiry as to its working.
(2). Considers that second and all subsequent remands should always be made to the Magistrate trying the case as unnecessary detention and hardship are often occasioned by such applications being made to Magistrate who knows nothing of the case.
(3). Considers that Sections 63, 169 and 550 meet this case.
- Adams, Commissioner, Benares. Yes; to all three.
- White, Magistrate, Benares. Would certainly give all three. Says the old rule, which obliged District Superintendents of Police to scrutinize all chalans, should be revived; but then District Superintendents of Police must work harder than they do now.
- Crooke, Magistrate, Mirzapur. Reply marked confidential—not printed.
- Luftman, District Superintendent of Police, Gorakhpur. All chalans are sent direct to Magistrate, so District Superintendent of Police could not exercise these powers even if he had them. He should have the powers all the same.
- Wyer, Magistrate, Basti. Sees no advantage in conferring these powers on District Superintendents of Police. It would only waste time at Head-Quarters, and during the camping season their exercise would be impossible. Thinks *chalans* should be brought direct to Magistrates, time being given to the Court Inspector to master the cases. The Court Inspector can at once bring to the notice of the Magistrate any ground for action under (1), (2) or (3).
- Rustomji, Magistrate, Ballia. Would widen the powers of the District Superintendents of Police a good deal, and would make them responsible that the Police do not send up cases badly prepared or on inadequate grounds. Would give the District Superintendents of Police powers (2) and (3), but does not wish to give (1), as if the Magistrate disagreed with the District Superintendent of Police, the witnesses would have to be summoned over again.
- Bateman, Deputy Commissioner, Jalaun. Would give the District Superintendent of Police all these powers, especially (1), as Investigating Officers seldom know what is the best evidence to send up, and often send a number of witnesses on unimportant points.

These powers might with advantage be given to District Superintendents of Police of long standing and experience, but certainly not to all District Superintendents of Police.

Currie, Commissioner, Sitapur.

Yes; to all three.

Pitcher, Deputy Commissioner, Hardoi.

Yes; to all three; but notices that (2) might entail inconvenience to witnesses, who would have to go away without being examined; and asks whether District Superintendents of Police would have time to do all this in a heavy district.

Cowie, Deputy Commissioner, Kheri.

Yes; to all three.

Ferrar, Commissioner, Fyzabad.

Would certainly give power to discharge witnesses. Considers that too many witnesses are often sent up and put to great inconvenience. Says that Sections 167 and 169 can remain.

Gibson, Deputy Commissioner, Bahraich.

Yes; to all three.

Barrow, Deputy Commissioner, Gonda.

Yes.

Quin, Deputy Commissioner, Partabgarh.

Yes; to all three; but the G. O. mentioned will have to be altered so as not to allow a *chalan* coming to the District Superintendent of Police at all.

Tweedie, Deputy Inspector-General.

The Government order referred to directs that the final report or *chalan* be sent direct to the Magistrate, and not through the District Superintendent of Police. The question does not therefore apply. I think the present procedure a mistake. A District Superintendent of Police watches the progress of a case, and just at the critical time he is allowed to see no more papers. The *chalan* and final diary being sent to the Magistrate direct, he cannot tell who has been arrested, and whether properly admitted to bail or not. In fact, is relieved of all responsibility, and deprived of the power of ordering further investigation in weak points in the case, which is allowed him in Section 173 of the Code. The Resolution being cancelled, the question would apply—

Ryves, Assistant Inspector-General, Railway Police.

- (1). The power to discharge witnesses without allowing them to go before the Magistrate would be useful. But it must not be forgotten that the complainant and witnesses execute a bond under a penalty to appear before the Magistrate on a fixed date, and, as a rule, the witnesses are not seen by the District Superintendent of Police, but go direct to the Court.
- (2). Under Section 550, Criminal Procedure Code, a District Superintendent of Police has the same powers as an officer in charge of a Police Station, and can apply for a remand now. I would go further, however, and suggest that the Local Government be empowered to confer on District Superintendents of Police the power to grant remands under Section 167—*vide* Schedule III to Code. Tahsildars exercising 3rd class powers can grant remands: why should not District Superintendents of long-standing be trusted so far? This would undoubtedly facilitate work to a great extent, and be of real benefit to the Police. Under Section 167 the accused has to be sent in with the application for remand. This, I think, is a mistake, as it involves at times a long journey; and if it is absolutely necessary that he must be present at the extended investigation, he has to be sent back again. For the purpose of granting a remand the presence of the accused is not necessary before the Magistrate.
- (3). This power, if granted, will be useful. With it must be given the power of cancelling the bond given to the witnesses under Section 170.

Yes; to all three; but if objection is taken to (1), it might be sufficient for the District Superintendent of Police simply to instruct the Court Inspector not to call certain witnesses, leaving it to the Magistrate or the accused to call them if he thought proper.

Berrill, Assistant Inspector-General, Special.

Yes; to all three.

Sherer, Personal Assistant.

Question 12.—Is it desirable to set apart any members of the Police Force, whether officers or men, for the special work of detection? If so, under what conditions as to pay and rewards?

- Hoskins, District Superintendent of Police, Meerut. Would have a small body of detective Constables, say from 10 to 30, in each district. No officers. Would keep the detectives in Head-Quarters, to be sent out when difficult case occurs. Says this agency could be employed by the Special Branch.
- Cantor, District Superintendent of Police, Saharanpur. Thinks special detective agency under direct order of District Superintendent, but for use in general under the order of the officer in charge, Special Branch, would be useful. Suggests setting apart a certain number in reserve in each district. Special Branch to be supplied with a list of these men, who could be utilised in any district. Would give Rs. 2 additional pay, and reward liberally. Objects to the "informer" system as leading to rascality. Adds that railways, telegraphs and posts have given such immense advantages to criminals that we must adopt measures to enable us to cope with them.
- Steel, Judge, Aligarh. Says he once tried to work out some excise cases in Azamgarh by means of detectives. They were a failure. They went out into the village and sat in the chaupáls, but did no good; and the people soon found out who they were and what they came for. Thinks that specially selected men only should be appointed detectives, and that they should have fixed pay. Deprecates any system of rewards as too dangerous. Would have fixed allowances for men employed, and would allow District Superintendents of Police to choose their own men in each case. Detectives would only draw the extra allowance while employed in a particular case.
- Neale, Commissioner, Agra. Yes; pay Constables, Rs. 10; Head Constables, Rs. 30 to 40; Sub-Inspectors, Rs. 70 to 100; Inspectors, Rs. 180. Rewards should be seldom given, but when given should be handsome. Would appoint to detective staff only Constables of four years' service and over.
- Finlay, Magistrate, Agra. Yes, if possible; advocates no special pay. Says the service would be most popular.
- Court, District Superintendent of Police, Agra. Would attach a force of 1 Sub-Inspector, 5 Head Constables and 20 Constables to each district for special detective work. Would give no increase in pay, but rewards in special cases. Adds that the men employed must not be "informers," the employment of whom, in 19 out of 20 cases, leads to extortion and false charges.
- O'Brien, Inspector, Agra. Would have no separate detective force. Would only have a few Constables in each district, who are remarkable for detective ability, and who could be sent out in special cases. Would give them travelling allowance when they went beyond the district limits.
- O'Dowda, District Superintendent of Police, Muttra. Would have a small staff of detective officers and men at the Head-Quarters of each district, to be utilised by the District Superintendent of Police in working out heinous crime and in looking after the criminal classes. They should have no special allowances, but should get travelling allowance, and be rewarded either by money rewards or grade promotion for meritorious service. Suggests also that the senior District Superintendent of Police of the division should arrange for meetings of District Superintendents of Police to discuss cattle-thefts and other important matters.
- Rose, Magistrate, Mainpuri. Would not have a detective force in districts. Might have a few under Inspector-General or Deputy Inspector-General, Special Branch, but not in districts. Says District Superintendents of Police can always select a special officer for a special case.
- Alexander, Magistrate, Etawah. Sees no use in a separate detective force, but would have a separate detective force under a special department. Would draft good men from the Regular Police for short periods as required.
- Harrison, Magistrate, Etah. Is strongly in favor of a special detective force. Says it should consist of officers and men who have given special proof of aptitude for the work. Would keep them graded with the general list, but give special allowances when specially employed. Any man proving himself unfit should be relegated to the general line.

No ; *unless with Deputy Inspector-General for special crime*, and to work out serious cases in which local Police have failed. Connell, Magistrate, Bareilly.

No. Men who show aptitude for any particular form of detection can be utilised by the Superintendent temporarily as required. Rewards should be freely given for good detective work. Felton Smith, District Superintendent of Police, Bareilly.

Would have a small specially selected force at Divisional Head-Quarters to assist in unravelling difficult cases. Would pay by rewards in addition to regular salary. Bullock, Magistrate, Bijnor.

Would not have any detective force, but would employ specially able men in special cases. Holmes, Magistrate, Moradabad.

Says most District Superintendents of Police keep a list of all the detectives in their districts. There should be a provincial list of these, and men should be selected therefrom to employ in special cases. The supervision of this force should be very thorough, and they should be liberally paid and rewarded. Thomas, District Superintendent of Police, Moradabad.

Would have a few detectives at Head-Quarters under special orders of District Superintendent of Police. Macpherson, Magistrate, Pilibhit.

Suggests that every District Superintendent of Police should be allowed a small staff (for small districts, one Sub-Inspector and two Head Constables ; for larger, two Sub-Inspectors and four Head Constables) above allocation, to employ in special cases, and as auxiliaries to Station Officer during sudden outbursts of crime. Would also have a picked Constable detective class on good-conduct pay in all districts. Sharpe, District Superintendent of Police, Allahabad.

Would not set apart any member of the Police force for the special work of detection, but thinks District Superintendents of Police should be allowed to depute men specially gifted with detective aptitude in special cases. Thinks a special detective branch would weaken the responsibility of the regular staff. Considers that Circle Inspectors are often unnecessarily deputed to make inquiries. Adds that all Station Officers should be fair detectives, or they are unfit for their posts. Wright, Magistrate, Cawnpore.

I am strongly in favor of setting apart men for detective work, if men suitable for this work can be found. It would be to my mind ridiculous to have a first-rate detective officer, and then to employ him for part of his time on routine work. Such a man should not have to waste any part of his time in ordinary matters of discipline. For instance, if he were of the rank of Sub-Inspector, he should not have charge of a thana so as to be required to occupy part of his time with seeing that his registers were properly written up, or that his Constables were properly patrolling at night in any special town. If he were of the Constable or indeed any other rank, he should not have any part of his time occupied with learning or practising drill. All these mechanical details can be done well by a man who has not detective ability. So long as the men with detective ability are as rare as they are, so long will it be necessary for the man so gifted to be confined especially to work of that sort. Hamblin, Magistrate, Cawnpore.

As regards his pay, I would have such men holding the same rank as ordinary policemen. They would be promoted according to merit by selection, for all such men would be picked men. Each man would draw the pay of his grade, and would look for a recompense for his work in his promotion and in special rewards that would be given from time to time for extraordinary merit. Rapid promotion (which would mean the early drawing of high pay) and special rewards should result in sufficient encouragement.

I have for some years now been of opinion that it is to the training of detectives that we must look in future for the prevention of crime. Reynolds, Officiating Judge, Banda.

A certain proportion of criminals are caught in the act, for which of course the Police can seldom claim any credit, and this proportion will probably remain at about the same figure, whatever the Police system may be. This is usually the work of private individuals, sometimes of Village and Municipal Chaukidars : hardly ever the work of the ordinary Police force.

Of those not arrested at the time a few are recognised but escape, while the great majority are unknown. If they *have* been recognised, the work of the Police is (or should be) comparatively easy. The result is that the Thana Police ought practically to devote nearly the whole of their energies to the detection, if possible, of the last class of crime. In other words, two-thirds of the force at each Rural Thana, and probably three-fourths of the force at each Town Thana should be capable of working by themselves quietly and unostentatiously in tracking down criminals.

In the course of last cold weather a camel-cart was stopped on a lonely road and the passengers rifled, about six miles from a thana. The morning but one after, I rode to the place out of curiosity, and I found an Inspector, two Sub-Inspectors, some four or five Constables and a few Chowkidars assembled. It was on a rocky plateau, two or three miles from any village, and they apparently had up till then found a few rags and some spots of blood on the ground, but seemed chiefly interested in the spots of blood. Now, if instead of all these men being assembled on this lonely hill, one man had gone there and the rest had scattered far and wide, and gone to work in an intelligent way, the chances of finding the offenders in that case would have been materially enhanced.

Since I have come out to the country the railway mileage in these Provinces has more than doubled, education has progressed, the High Court has considerably raised the standard of pleaders and mukhtars, and the law is far better understood and followed by the officers who have to administer it; yet, so far as I can see, the Police still adopt exactly the same methods for detecting crime that they used thirteen years ago. Here and there one comes across an officer with detective abilities; but this is extremely rare. If a burglary has occurred, the usual course is for the Sub-Inspector and some four or five Constables to go and collect the known badmashes of the neighbourhood, and instruct them to discuss the matter among themselves; and say who it is they suspect. If that fails, houses are searched, and if that fails, the Police have then usually come to an end of their resources, and after a decent interval Form B comes in, and the matter is shelved.

At present I take it the only persons at a thana capable of conducting intelligent inquiries are the Sub-Inspector, a Head Constable and one or perhaps two Constables. The rest make most excellent process-servers, and can accompany the Sub-Inspector when he goes out on an inquiry.

In my opinion when a serious crime is reported, and there is no immediate clue to the perpetrator, one or, at the very outside, two intelligent men should go to the place, and unless they get a clue their diary should be of the very briefest character—just notes in a pocket-book. No men should be collected. If the officer wants information he can go to the person and ask for it quietly. Let him take his time and don't worry him by calling on him for elaborate reports as to what he is doing and why he has not done more. The Sub-Inspector should only himself take up the most important cases, such as dacoity and murder, and not all of those; but should spend most of his time supervising the work of his detectives. Above all, the Sub-Inspector should get over the Oriental idea that, in order to keep up his dignity, it is necessary to be accompanied by two or three Constables wherever he goes.

I am aware that, in order to carry out this, it will be necessary to have a few men at each thana of higher intelligence than the present standard; and to get that, more pay will have to be given; but one man will be quite enough to do the work which it now takes three or four men to do, and the saving in worry to the people at large will be incalculable.

Kitts, Judge, Jaun-
pur.

Considers that men who show detective ability should be specially selected for the work. Says that a man only becomes efficient when he recognises that the detection of crime is scientific and not haphazard work. Doesn't think there is much aptitude at present in the Police force for detection by means of disguise. Is of opinion that the badmashes know the Police much better than the Police know them. Adds that detective skill should, for the present at any rate, be recognised as an exceptional gift, and treated accordingly.

Thinks local detection would be a farce ; but considers a special body of detectives, organised at, and worked from Head-Quarters, would be especially valuable. *Notes a case in which such was required.*

White, Magistrate,
Benares.

I presume this relates only to District Police. There should, I think, be a staff of competent detectives attached to the Railway Police and to the Special Branch, as I believe is done at present. As to the District Police, my District Superintendent of Police suggests having a couple of trained detectives, to be deputed, from time to time, from Head-Quarters in special cases. I fail to see the advantage of this. We know that the special deputation even of Inspectors does harm: it takes away the responsibility of the Station Officer, and occasionally "puts his back up," when he quietly works to destroy the case and rob the Inspector of credit, which he thinks ought to come to himself. I believe these special detectives would take the spirits out of both Inspector and Station Police, and would be only another spoke in the wheel without strengthening it, and only increasing its weight. I would allow the Special Branch occasionally to interfere in cases of a political nature, such as wholesale importation of arms, extending over many districts, or wholesale forgeries of stamps, notes and the like. But I would make Inspectors and Station Officers personally responsible for cases in their own jurisdictions. If you have good Inspectors and Station Officers, they ought to be quite able for any ordinary case if the Magistrate and District Superintendent of Police look after them.

Crooke, Magistrate,
Mirzapur.

In districts where there are specially criminal tribes, such as Doms, Aheriyas, Sansiyas and the like, I would occasionally depute intelligent Head Constables to make a special study of them, their manners and customs, caste, organisation, connections in other districts, their peculiar *argot* or "thieves' latin," &c. I would have information of this kind tabulated and arranged by an expert in detection and ethnology, and published confidentially for the use of Police Officers and Magistrates. Much valuable information of this kind must perish with men who have made special study of these people, like Mr. Williams, District Superintendent of Police.

Would have a special force in each district, consisting of one Sub-Inspector on Rs. 80, one Head Constable on Rs. 30, and three Constables on Rs. 10 each, and nine on Rs. 8 each, with rewards for good service.

Luffman, District
Superintendent of
Police, Gorakhpur.

No special detective force required for districts. Would have a few specially able detectives in the Railway Police, and also for organised crime.

Wyer, Magistrate,
Basti.

Would have no special detective force, but would employ special men in special cases.

Rustomji, Magis-
trate, Ballia.

Thinks a special detective force would be of use in large towns, but the large area of most districts would render such a force impossible to maintain.

Bateman, Deputy
Commissioner,
Jalaun.

Considers it very desirable to have a good detective staff, but doesn't see how the end could be obtained by setting apart members of the Police force for the special work of detection. Thinks detective skill and ability should be looked for more in the *chaukidari* branch than in the regular line.

Carrie, Commis-
sioner, Sitapur.

Thinks detectives are required very much—(1) for dealing with criminal tribes, particularly at fairs, and (2) for dealing with railway thieves. Would lay down no special scale for pay or rewards.

Pitcher, Deputy
Commissioner,
Hardoi.

Says this is the weakest point of the Police system. Advocates the development of a special class of selected detective Constables on Rs. 8 per mensem for employment under the District Superintendent of Police in special cases. Says detective power in the Police is lamentably deficient.

Gibson, Deputy
Commissioner,
Bahraich.

Thinks this would be most desirable if some means could be devised to prevent the scheme being turned into an engine of extortion and oppression. The working should be carefully watched and supervised by an officer of special energy, ability, and knowledge of native character.

Quin, Deputy Com-
missioner, Partab-
garh.

Unless this were done the "*pros*" would certainly outweigh the "*cons.*" Considers that a force of this kind would be specially useful in such crimes as poisoning, dacoity, treason, &c.

Tweedie, Deputy
Inspector-General.

Yes; a special agency should be appointed in each district under the District Superintendent of Police, and also at the disposal of the Assistant Inspector-General, Special Branch, when required. It should be composed of Constables on Rs. 10 per mensem. Some such scheme as this is required for the detection and arrest of professional criminals, who now, as long as they act at a distance from their homes, have it very much their own way.

Ryves, Assistant
Inspector-General,
Railway Police.

The detective system has been tried on various occasions in districts, and has generally proved a failure. The men have been found to work well till they have got all the promotion possible, and then have become untrustworthy. Undoubtedly there are officers and men to be found in the force who are first-rate detectives. Some are good in cattle-thefts; others in coining cases; and there are men who can identify almost every Kanjar and Sansiya in the North-West Provinces. These men should be picked out and their names be entered in a register, which should be printed and rigidly kept up. A copy should be in the hands of every District Superintendent of Police and the Special Branch Officer. The men should be available for duty in any district. If they are properly classified, a District Superintendent of Police should be able to pick out the very man he wants for the work. These men should be encouraged in every way. They should be granted good-conduct pay for fixed periods and special rewards for good detective work.

While on the subject of detection, I may mention the great difficulty District Superintendents of Police have of getting information. Hitherto there has been no separate office to apply for it. On one occasion eleven 10-Rupee notes were passed at a railway station and found to be forged notes. I could get no information regarding notes of similar value being passed elsewhere in these Provinces. I went down to Calcutta, and in the Commissioner's Office there found some eighty notes of Rs. 10 each. Undoubtedly they had been forged by the same gang. In the Punjab, too, I found some fifty or sixty notes of the same batch. Now, I maintain, I ought to have been able to obtain this information at some central office in these Provinces with specimens or photographs of the notes to compare with the notes I had, and all particulars as to when they had been put into circulation, &c. This applies to all offences of a similar nature committed by gangs. I think the Special Branch Office should be the repository of all information of this nature which could be available at once when it is required.

Berrill, Assistant
Inspector-General,
Special.

Would select any men who showed detective ability and employ them as occasion required. Every selected detective, while so recognised, should receive a special allowance over and above his pay, as well as any rewards he could earn.

Sherer, Personal
Assistant, Inspector-General,
Police.

I consider it is absolutely necessary to enable us to keep pace with the times and with the object of dealing more efficiently with wandering tribes, cattle-thefts, coining, and organised crime generally, that some form of detective agency should be set on foot. Our Police fail lamentably in two respects—

- (1). There is little or no co-operation between station and station, district and district, and Province and Province.
- (2). There is no inducement for illiterate men—the mass of the Police in fact—to do good work.

As regards the first point, there has been, I am told by officers older than myself, in some respects an absolute retrogression of late years. Before the days of railways, Police Officers would frequently meet at the Headquarters of the Division. At Xmas in particular officers from stations 30 and 40 miles off came together, and they had full opportunities of discussing questions in which they took a common official interest. In the present day Police Officers, when they get ten days' casual leave or during the Xmas holidays, go to the other end of the Province. They, in fact, see as much of

officials at Naini-Tal or Calcutta as of their immediate neighbours. As regards the native officers, there has, on the other hand, been a slight forward movement. Inspectors who are discouraged from interfering with Station Officers, as regards local crimes even of a serious nature, are the detective officers when crimes occur of a kind in which knowledge of a wider area is required, and commonly take up cases of dacoity, crimes committed by the wandering tribes, and cattle-thefts. With regard to the last-named crime, their position is fully recognised. They frequently meet, interchange information, and are called upon to extend their inquiries to a large number of districts, which comprise what is called a cattle-theft circle. This system should, I think, be extended to all crimes of all classes in which they can be usefully employed, and the Province should be divided into detective circles. As the duties of Deputy Inspectors-General are becoming more multifarious day by day, one officer in each circle, the Senior District Superintendent of Police, if otherwise qualified, should be empowered to call a meeting of all District Superintendents of Police and Inspectors in his circle once or twice a year, see that their registers and notes, when necessary, agree, that the officers give each other real help, and should discuss matters connected with crime and its prevention or detection. The question of Detective Constables has now to be considered. Illiterate men, villagers, and in most cases Hindus, make the best detectives; and in old days every Thanadar could lay his hands on one or two of such men; but these shrewd old Constables can now seldom be got hold of. The reason is obvious. Good detective work used to be followed by promotion. Men used to be found even in the grade of Sub-Inspectors who could neither read nor write, but who had thus worked their way up.

The illiterate man of the present day can never expect to become an officer. He has therefore no inducement to exhibit talents which would result in extra work falling on him without the accompaniment of any remuneration. To give these men encouragement, therefore, I would introduce a grade of Rs. 10. I would also give Detective Constables liberal rewards in cases in which they displayed particular detective skill. As it is, above all things, necessary that detectives should be of good character, I would allow no man, at all events for the present, to be put down on the detective list until he had completed six years' good service. The detectives should be mostly selected from men who had passed satisfactorily the test prescribed in Police Circular No. 19 of 1889.

It should be understood that promotion to the detective grade on Rs. 10 carried with it no rights, and that any man would be liable to revert to his old grade and ordinary duty at the discretion of his District Superintendent of Police. The detectives should be kept at Head-Quarters, and be excused drill. The number of detectives in each district should be from 5 to 15, according to the requirements of the district. The Special Assistant to the Inspector-General of Police should be the head of the Provincial detective force. He should maintain a register containing the names of all the detectives in the Province, giving each man's particular qualifications and the kind of work he was best fitted for. The detectives should ordinarily be employed in the district to which they belonged, but the Special Assistant should be allowed to employ them anywhere should necessity arise.

It is unnecessary to weary the Committee with details or statements; but I calculate the strength of the detective force would be 450 men.

Question 13.—Have you any suggestion to offer with regard to the present system of rewards to the Police or the public—(vide paras. 27 to 32, pages 93 to 97, Police Manual?)

Rewards must be promptly given with a free hand. Present budget allotment too low, and too many difficulties in the way of getting sanction.

Hoskins, District Superintendent of Police, Meerut.

Would empower District Superintendents of Police to give rewards up to a certain limit to all Chaukidars freely and at once. Thinks prompt reward essential. Says that Magistrates do not give rewards in excise and gambling cases as freely as is expedient.

Cantor, District Superintendent of Police, Saharanpur.

- Nugent, Superintendent, Dehra-Dun. Complains of the great delay. Would have all rewards given by Magistrates, and only reported afterwards to Commissioner.
- Neale, Commissioner, Agra. Says rewards are too small and too commonly distributed. They should be larger and fewer.
- Finlay, Magistrate, Agra. Thinks the authority of the Magistrate and Commissioner should be extended, and rewards given much more freely than they are at present.
- O'Brien, Inspector, Agra. Would maintain present rules.
- O'Dowda District Superintendent of Police, Muttra. There is too much red-tape and delay in granting rewards. Suggests that District Superintendents of Police should have an advance, say, of Rs. 100, to be paid on sanction of Magistrate and recouped as expended.
- Rose, Magistrate, Mainpuri. No special suggestions to make.
- Alexander, Magistrate, Etawah. Only that I think that in the *lower* grades *pecuniary* rewards are very desirable. It is no doubt well that the service should also be noted on the rolls and counted towards promotion; but a man may do very good work in one case without being fit for promotion; and, moreover, superior officers change so frequently that the man does not feel nearly as much satisfaction in the *chance* of future reward as he would if he got Rs. 10 in cash, and also had the service noted on his roll. For all Constables therefore I would sanction pecuniary rewards being given more freely than they now are.

As regards rewards to the public, it seems to me that the main point at present requiring attention is the development of the *chaukidari* force, and that one of the means used must be by *liberally* rewarding the men who, in the teeth of opposition from their zemindárs, or from persons of real influence in their villages, faithfully report crime and assist in bringing the offenders to justice. Of course we may go too far, as for instance, in rewarding an officious man who insists upon magnifying the theft of a little grass from the edge of a field into a serious crime, and in getting up a case when the local zemindárs have made the parties at peace. But the Chaukidar's position is so hard, and honest refusal to connive at even serious crime, if his zemindárs insist on it, so rare that we ought to reward the cases, in which such honesty is shown, very highly. I should therefore like to see the budget grant under this head considerably increased.

- Harrison, Magistrate, Etah. Thinks the present system sufficient, but deprecates indiscriminate rewards. Says they should only be given when specially good work has been done either in detection or apprehension of offenders.
- Felton Smith, District Superintendent of Police, Bareilly. Rewards to the Police for successful investigations should be freely given. Unless a policeman can get a good reward he cannot afford to pay informers, and without informers he can do nothing. The present system of depositing rewards in the Treasury, publishing them in the *Police Gazette*, and sending a bill for sanction, is much too ponderous. Rewards should be paid at once. Commissioner's sanction should be required for rewards exceeding Rs. 100. Up to that sum Magistrates should be allowed to sanction.
- Thomas, District Superintendent of Police, Moradabad. Says the present system is satisfactory, but rewards should be more liberally given, especially to Chaukidars who are poorly paid. Suggests also more liberal rewards in excise and gambling cases. Says the Constables find now that the smuggler and the gambler pay them better than the Government. Suggests that the District Superintendents of Police should be provided with *cash* to enable them to reward Constables and Chaukidars personally and on the spot during tour of inspection. Says the great delay in granting rewards has done away with nearly all the benefits of the system.
- Irwin, Magistrate, Shahjahanpur. Every District Magistrate should have an annual allotment of Rs. 500 for rewards to Police and public.
- Sharpe, District Superintendent of Police, Allahabad. No.
- White, Magistrate, Benares. Thinks Magistrates should have a large discretion. Recommends an annual grant of a fixed sum for rewards. Balance to be carried forward.

The present rules are sufficient, but District Superintendents of Police have a curious disinclination to suggest sufficient rewards to their subordinates for good work. Deputy Magistrates are also unwilling to give sufficient rewards in cases against the excise, gambling, and other laws. Too much hesitation is also noticeable in recommending rewards for Town, Municipal and Rural Chaukidars. To these men rewards are a great incentive. Is afraid that there is considerable leakage in the distribution of rewards. Would have District Superintendents of Police disburse them publicly at their annual inspections.

Crooke, Magistrate,
Mirzapur.

The present system is full of delays. Rewards should be promptly given or half the effect is lost.

Luffman, District
Superintendent of
Police, Gorakhpur.

Thinks more and higher rewards should be given to the Provincial, Town and Civil Police.

Rustonji, Magistrate,
Ballia.

No suggestions.

Currie, Com-
missioner, Sitapur.

Complains of the delay in sanctioning and paying rewards. Says the present red-tape routine should be abandoned, and a certain sum sanctioned for each district to be expended with District Magistrate's sanction, and payment to be promptly made.

Pitcher, Deputy
Commissioner,
Hardoi.

Thinks present rules are sufficient.

Cowie, Deputy Com-
missioner, Kheri.

No suggestions.

Gibson, Deputy Com-
missioner, Bah-
raich.

The funds allowed are insufficient, and rewards can, under the present system, only be paid after months of delay. Rewards should be paid promptly and from contingent funds in the hands of District Superintendents of Police.

Tweedie, Deputy
Inspector-General.

The rules are good enough, but not in one case in fifty is proclaiming a reward of the slightest use. I will give an instance: on two occasions large boulders were placed on the Indian Midland Railway line to derail the train, without success: a third attempt was made at the same place,—large stones, weighing 6 maunds, were placed on each rail: the mail train from Cawnpore came in contact with them, but fortunately the cow-catcher was just strong enough to throw them off, and the train escaped. In this case I recommended a large reward being offered, together with a *free pardon to any one, if an accomplice*, for information leading to the detection of the offenders. The reward was sanctioned, but the free pardon was not, consequently offering the reward became a farce. Obviously no one but an accomplice could give the required information, and it was not likely he would come forward without the promise of pardon. So it is with most cases in which rewards are offered. The object of offering a reward at all is to discover the perpetrators of an offence by all possible means. Then why withhold the only condition that is likely to further our aims? In England this is constantly done with good results.

Ryves, Assistant
Inspector-General,
Railway Police.

Under Sections 337 and 338 a Magistrate can tender a pardon to an accomplice in case under trial, but there is no section providing for tender of a pardon for information leading to the detection of an offence. I think this a most serious defect in the law, which should be remedied.

Secret service money allowed to District Superintendents should be materially increased: only allowing from Rs. 20 to 30 a year in a large district like Allahabad is useless. An officer able to distribute a few rupees now and again would get valuable information in many instances. There should be no restriction or calling for vouchers showing how the money has been expended.

Seems to think that too much generosity in the direction of any particular offence draws the attention of the lower grades too much towards that class to the detriment of others. Thinks the rewards in excise cases are often much too lightly earned, and that a fund made up of these rewards could be expended to far greater advantage.

Berrill, Assistant
Inspector-General,
Special.

Thinks present system of rewards is satisfactory.

Sherer, Personal As-
sistant.

Question 14.—Can you instance any cases of Police malpractices which have come under your own immediate observation?

Question 16.—Can you suggest any measures for checking alleged malpractices by members of the Police Force, the adoption of which would, in your opinion, be either advisable or practicable?

Hoskins, District
Superintendent of
Police, Meerut.

Malpractices mainly due to protracted and harassing inquiries, and the detention of large numbers of persons at Police investigations. But considers that there has been steady progress and improvement of late years; that the force is much maligned; that it is now not nearly so black as it is painted, and certainly not blacker than other departments and services.

Remedies.—Careful supervision by District Superintendents of Police and Inspectors. Hold Inspectors personally responsible for what goes on in their circles and Sub-Inspectors for their thanas, and this will do away with the evil of protracted and harassing investigations. Organize a detective force, and you do away with the necessity for bolstering up a false or weak case with questionable evidence. The charge of dishonesty remains; but such charges are by no means numerous, for are the Police believed to be more corrupt than their fellow-countrymen in other departments?

Cantor, District
Superintendent of
Police, Saharan-
pur.

None that he can remember. Remembers one case of torture in Banda, in which the Police implicated were acquitted in the Sessions, but punished departmentally. Says there must be black sheep in this as in all other departments; but that their doings are not before the public, and little notice is taken of them. Fears that the charges brought against the Police are only too true; but thinks that there has been a great improvement in the *morale* of the force, and that the charges are much exaggerated. Suggests as improvements—(1) better pay; (2) enlistment of a better class of officers and men; (3) giving District Superintendents of Police more powers.

Smith, Magistrate,
Muzaffarnagar.

Has seen plenty, but nothing outside of common experience.

Neale, Commis-
sioner, Agra.

Many. Thinks it undoubted that Sessions Judges know more of the working of the Police than any other class of officers. It is in the important cases that Police misbehaviour is most common. While the close scrutiny of the Judge's Court compels the Police to *supplement real evidence by false* on pain of failure of the case, yet at the same time the same scrutiny generally detects the falsehood. In Sessions cases the unscrupulousness of the Police is literally terrible. The only remedy is constant vigilance and summary dismissal on proof of malpractice. Misbehaviour is only practiced because it pays. Once it is found out not to pay, it will be discontinued. What is done now is to transfer the delinquent or reduce him. On this he begins again, resolving to make up for lost time. *All ranks should be better paid*, more carefully trained, and bad bargains more summarily removed. Thinks it is not because the Police don't know their law that convicts escape, but because they load good and bad cases alike with false evidence: this action is due partly to "*nakshas*" and partly to "*bad pay*." If they found the game perilous they would soon abandon it. Would increase pay and prospects of District Superintendent of Police. Suggests enlisting for five years from Staff Corps. *Notices monotony and trying nature of Police duties. Twenty years wears a man out.* Would increase pay of Sub-Inspectors and Inspectors, and would encourage Inspectors to try for civil employ. Would also at all risks curtail and reduce the paper work.

Blennerhassett,
Judge, Agra.

I can remember a case occurring a few years ago, of which the following is an outline.

A, an influential native, was an enemy of *B*'s, a man of some position but little power. A charge of murder was brought against *B* and three servants, and supported by several eye-witnesses. *B* proved that he was talking to the Collector at the time, and the Police only sent up his servants, who were acquitted by the Sessions Court.

The murdered man's widow and brother were immediately, after the occurrence, tutored to name *B* and his adherents, and were carefully nursed, and kept close prisoners in *A*'s house for eight days, till they deposed

before the Deputy Magistrate. On their release they complained that they had been duped, and that their relative had been murdered by *A*'s servants merely to provide him with a corpse on which to found a charge of murder against *B*.

One witness of good demeanour deposed to seeing *A*'s servants commit the murder, and two others whose evidence was inferior.

A, it may be remarked, was an Honorary Magistrate.

There can be little doubt that the Police colluded with *A*, being fully aware of his enmity with *B*, and of the confinement of the most *important* witnesses. Within the last three months I have had two entirely false charges under Section 75, Indian Penal Code: in the preparation of one of them at least the Police seem to have been actively engaged, and to have committed bribery or extortion. A false confession, induced by the Police in a murder or culpable homicide case, came before me a few years ago.

Fabrication of false evidence to support a true case is common.

I think the measures necessary are simple enough. The majority of appointments seem to have fallen into the hands of a low class of Mahomedans very badly paid, who too often have to choose between starvation and serious crime. No native Government would think of employing such men in responsible posts. The mistake is mainly owing to the want of a due insight into native character, feeling and status on the part of European superior officers. The Police Department is not the only one suffering from this cause.

What is wanted is honesty, and this is chiefly to be hoped for by employing gentlemen, and treating them as such. The following conditions seem necessary:—

- (1). The superior officers must know how to select honest subordinates.
- (2). The conditions of service must be good enough to attract gentlemen.
- (3). An honest life must be made possible for a policeman.
- (4). Effective machinery for the punishment of fabrication of false evidence must be provided.
- (5). No legitimate means of investigation should be forbidden if it is wished to stop the illegitimate ones.

On No. (1) I would say—

- (a). The Inspector-General should be selected by the Local Government on account of his special knowledge of the native character—a quality not always easy to find.
- (b). District Superintendents should be selected by competition in England.

On No. (2) I would say—

- (a). The medical examination should not outrage the candidate's modesty.
- (b). The lowest pay of Investigating Officers should be Rs. 20 when stationary and Rs. 30 on tour, to allow of a pony being kept. The pay of a higher Investigating Officer should be Rs. 50 when stationary and Rs. 70 when moving, to allow of keep of horse and cook.
- (c). Able Inspectors should rise to be Deputy Collectors.
- (d). Married quarters should be provided near lines and thanas, and sufficient leave allowed when not absolutely working. A man within call, in his family house, should be considered present.

The present conditions are believed to be much harder than in the army, and much less leave is available.

- (e). Men on low pay should not be transferred to long distances from home, where they cannot move their families, or easily get leave to visit them.
- (f). Severe drills and punishment drills should be limited to a reasonable amount.

On No. (3) I would say—

- (a). After the period of probation no man should be degraded or lose his appointment merely on a review of his monthly statements.

It is one thing to promote a man for good work and quite another to deprive him of his livelihood on a mere general statement of results.

- (b). The use of what may be called brute force by District Superintendents in their orders to Investigating Officers should be carefully checked. It is a very dangerous proceeding, and is likely to leave an Investigating Officer the choice of fabricating false evidence or losing his livelihood. Every effort should be made to substitute for this, intelligent criticism and specific direction.
- (c). The importance of a man's work should vary directly with his position, pay and abilities. I do not think it is pleasant to see a Head Constable on Rs. 15 extorting a confession from a man possibly charged with murder, while an Inspector on Rs. 200 is counting the pice in the pound fund, or measuring the size of the men's puggies.

Inspecting an office is purely mechanical accountant's work. Till recently the Police Department considered eight inspections a year necessary, and it still requires four. I never heard of any well-managed organisation in which the mere accountants were the only people drawing the highest salaries. It is as though every Judge and Magistrate were to give up hearing appeals, and spend all their time in inspecting Munsifs' and Tahsils' and Nazirs' accounts.

If the Inspectors put a stop to the fabrication of false evidence against innocent persons, extortion, torture and bribery, it would be a very different thing. At present they appear to me to be engaged in whitewashing the outside of the Department and paying their tithes on mint and cummin.

On No. (4) I would say—

- (a). Native opinion appears unanimous that the Police were better before Act V of 1861, and I think the reason of this is plain.

Before 1861, the Police served a master who could, and did see, both sides of the matter, and now they serve a master who sees only one. The Police is now a great Department that cares for nothing but convictions, and the subordinate Police Officer acts accordingly.

The public, of course, are the greatest sufferers; but next to the public the Judge and Judicial Officers have to suffer from production of false evidence. They see the worst side of the Police character, but have no power to punish—a fact that the subordinate Police Officer is well aware of. If every Police Officer knew that the Judge had a power to promote or a veto on his promotion, there would be less false evidence than there is. A mere reference to another Department is an unsatisfactory proceeding too often leading to nothing.

All the operative work of an Investigating Police Officer has to be gone over with equal care by some Judicial Officer—sometimes by two or more—certainly with much more labour than a District Superintendent devotes to his diaries; yet all these means of judging of a Police Officer's character are lost.

A Judge now-a-days often knows more of district and Police work than the Magistrate of the district, who is engaged in revenue or other work.

I am strongly of opinion that means should be found for making a dishonest Police Officer afraid of the Judge and of all Judicial Officers.

Something must be found to balance the enormous pressure for convictions which now exist. Perhaps such a balance might be found as follows :—

1stly.—That every Judicial Officer, suspecting a Police Officer of forwarding false evidence, should forward a memo. of the case for entry in a register to be kept by the Judge. This would be best attained by a monthly statement showing the number and facts of such cases.

2ndly.—That the Judge be consulted on every promotion of an Investigating Police Officer, and allowed a veto on such promotion.

On No. (5) I would say—

One such door is closed to the Police by Section 337, Criminal Procedure Code.

I think every criminal offering to confess might be taken to the Magistrate of the district, and a trustworthy bargain made with him. If the principle is good for Sessions cases, it is good for all. In India Magistrates are professional Judges of fact. They are not inexperienced jurymen. I remember a case where the Police for three weeks urged a prisoner to confess on promise of pardon. The prisoner's brother urged him not to trust the Police. After three weeks he confessed and named two accomplices. The Police acted in bad faith and *challaned* all three. Had the prisoner been taken to a Magistrate, perhaps three days would have settled the matter.

Instances a case of black-mailing travellers, carried on by a Constable and a Sub-Inspector of the Railway Police. Thinks the petty malpractices would be fewer were the Police paid better, manned better, and supervised better. Finlay, Magistrate, Agra.

The malpractices of the Police are infinitely less than they were thirty years ago. The raising of the *morale* of the Police, from the Constable to the District Superintendent, will alone check malpractices. Each case should be treated on its own merits. Court, District Superintendent of Police, Agra.

Instances two cases, one in which a Head Constable and a Constable were convicted of horrible brutality to a woman, and sentenced each to seven years' rigorous imprisonment; the second, that of two policemen, who allowed a boy, *challaned* for picking pockets, to escape, and then substituted a boy they had picked up in the street. Remedies: increase of pay and closer supervision. O'Brien, Inspector, Agra.

Can call none to mind. The so-called malpractices by members of the Police force are decreasing year by year; the position of the senior officers should be improved, and District Superintendents should exercise closer supervision, and watch more closely the stamp of officers and men enlisted, who should be of a superior class than we have at present. Great improvements in this direction have, however, been made of late years. O'Dowda, District Superintendent of Police, Muttra.

The only remedy I have to suggest is to improve the pay and prospects of Police Officers, and to induce men of a better stamp to enter the force. The control of superior officers should be much more *real* than it now frequently is. Officers of the higher grades, *i. e.*, Inspectors, should rank with Deputy Collectors in pay and position. The status of at least the higher grade of Sub-Inspectors should be assimilated with that of Tahsildars, and the charges against the Police would be no more frequent than they are against revenue officers. Unscrupulous men will always be found in all departments; but it is the tone and position of the force which require improvement. Police Officers attach far too much importance to their returns, and superior authority is, I think, too much inclined to judge of success or failure in the discharge of duty by the results of the figured statements which form the basis of the Annual Police Report. I have on more than one occasion drawn attention to the fact that the number of convictions or acquittals is no fair test of Police work. The Police have nothing whatever to do with the defence which an accused person may make when he is brought before a Court competent to try him. They have simply to deal Rose, Magistrate, Mainpuri.

with the prosecution ; and if there is sufficient evidence to sustain a charge, the Police are legally bound to send an accused person for trial, although he may be able to rebut the charge and to obtain his acquittal. I consider, therefore, that the proper test of Police work is in respect of the cases sent up for trial, to enquire whether the evidence for the prosecution was sufficient to sustain the charge against the accused, or, in other words, to inquire whether the Court, before which the prisoner was brought for trial, did or did not frame a charge against him. If it did, the Police are shown to have done their duty, and they are entitled to the credit of having successfully investigated a case, although, when the accused is put on his defence, he may be able to rebut the charge, and may be ultimately acquitted. The present practice is entirely contrary to this. If the Police investigate a case of murder ; if the Magistrate inquires into it and justifies the action of the Police by framing a charge and committing the accused to the Court of Session, and even the Court of Session convicts the accused upon the charge, yet, if upon appeal to the High Court the finding of the Court of Session is reversed, the failure and the whole of the discredit is attached to the Police, by whom, in the first instance, the case was sent to a Court of Justice. If Police Officers were judged less by the percentage of convictions to cases sent up for trial or the percentage of cases sent up for trial to cases investigated ; and if their prospects and promotion were made more dependent upon the percentage of cases in which the Magistrate framed a charge against the accused compared with the total number of cases investigated by the Police ; and if the general aptitude, intelligence and ability of an officer received more consideration and attention than is now frequently the case, there would be less inducements to the Police to influence the accused person, and to damage his defence before he comes before a Court for trial. The Police would confine themselves to their proper duty—the discovery of evidence for the prosecution ; and the malpractices, of which complaint is now so frequent, would be diminished in number, because one of the chief incentives to their commission would be withdrawn.

Alexander, Magistrate, Etawah.

Says it is not the place of a Magistrate to say anything about Police malpractices. The only remedy is closer and more efficient supervision. Circles of Visiting Inspectors too large. No time to keep their subordinates under observation and control. Are mostly indolent, timid, and if not actually dishonest, actuated by a feeling that it is much pleasanter to wink at malpractices which are, after all, only customary, than to oppose them. Would have native Assistant District Superintendents, in the status of Deputy Collectors, to overlook Inspectors, whose circles should be reduced in size.

Harrison, Magistrate, Etah.

Instances several cases of extortion, unlawful confinement, and using criminal force by the Police which have come under his notice. Says such cases are by no means uncommon amongst the Etah Police.

Felton Smith, District Superintendent of Police, Bareilly.

No ; but believes many malpractices are committed. Thinks our system and the innate wickedness of the people are the causes.

Bullock, Magistrate, Bijoor.

Says the crying evil is the corrupt state of the force and their purchaseable morality, for which the public is as much to blame as the Police. It is the custom of the country to pay for favours received.

Says if the Police were manned by a better class of Investigating Officers—men of position and respectability—the malpractices would be checked.

Holmes, Magistrate, Moradabad.

Instances a case of torture in Benares in 1882, and says a Head Constable is now under trial for flogging seven Bhatu women in "the orthodox surface." Says the malpractices consist for the most part of taking bribes to let off offenders, sending up cases, and knowingly running in innocent persons, torture occasionally, Inspectors taking bribes from Thanadars and the like. Until the Police are better paid and a better class of men obtained for the higher grades, such malpractices will continue.

Thomas, District Superintendent of Police, Moradabad.

Knows of no malpractices. If any such there be, it is due to poor pay of subordinate policemen and poor supervision on the part of weak and inefficient District Superintendents of Police. Suggests as remedies better remuneration, better enlistment, better supervision, improved status of Superintending Officers, and better treatment all round.

In my opinion one of the chief causes of the malpractices is the insufficiency of the European element in the force and the insufficient training Assistants receive before being put in charge of districts. A man should not only be made to qualify for an Assistantship, but should be made to pass a very severe test before being placed in charge of a district.

Sharpe, District
Superintendent of
Police, Allahabad.

There should be three times the number of Assistants there are at present in the Provinces, and promotion to the charge of a district should not go by seniority, but in order of efficiency and merit. As an example of the way Assistants are pitchforked into districts to hold charge for periods of a year and longer, I can instance my own case. When an Assistant in charge of Etah and Jaunpur, I had neither the experience nor technical knowledge required in the Head Officer of Police in a district. Whilst admitting the existence of malpractices, however, I would remind the Committee of the undoubted improvement in this direction which has taken place of late years, and which has been due, in my opinion, to better supervision and a diminution of the unreasonable distrust of the Police, rather than to any increase in the legal knowledge of the people as some have suggested.

I cannot advocate the introduction of any petty checks, such as have now and again been introduced. They do far more harm than good. The Police are to be improved not by these, but by improving their pay and position, getting the better class of natives into it, and enforcing more efficient supervision by the higher officers.

To quote instances of malpractices on the part of the Police would require a very exact and accurate memory. One of my earliest recollections in connection with Police work is my astonishment at finding nearly a hundred people collected in a grove during an inquiry, and the Sub-Inspector lolling on a charpoy, being fanned. Not very long ago I witnessed almost the same thing, so in this respect Police ideas do not appear to have changed. But I have often asked myself how the ordinary Police Officer—not the man who figures in the pages of Galorian or Boisgobey—is expected to set about “detecting” a crime if he does not collect the villagers round him. It is almost a moral certainty that no one will voluntarily come forward to give him real information, if any. It is quite probable that the information given, if any is given, is intended to get a neighbour, against whom the informant has a grudge, into trouble. Every one is afraid to say anything lest he should be implicated in the offence, or worse still, sent off perhaps thirty or forty miles as a witness. The Investigating Officer must collect the neighbours and those who are capable of, if not likely to give information; and what is worse, it is only the pressure of the inconvenience of forced attendance for an unlimited period that induces them to speak. Of course I do not deny that this procedure is carried to exaggeration and abuse, and becomes very probably one of those petty tyrannies which lead to the Investigating Officer’s pecuniary advantage. But the fact remains that, under present conditions of Indian society, the Investigating Officer has no other means of getting a clue, or, unless he has the names of all the local badmashes at his fingers’ ends, of getting at the name of any possible thief. The difficulties of detection are great in England, where the feelings of society are against the criminal. Much more difficult must it be in India, where one may almost believe the sympathies of society in general, if not of the injured individual, are with the criminal. The suggestion for a daily register of those in attendance during the investigation would be excellent as a check, if we could be only sure it was not fudged. Better men in the Police,—and I believe we are getting better men every year—the old Thanadar (with his many excellent characteristics, let it be said) is dying out with the advance of education amongst the people, slow, it is true, but certain, will possibly make the work of detection easier, and less liable to those abuses which undoubtedly characterise it now; but we must have patience. Rome wasn’t built in a day, and we cannot hope to change the traditions and customs of any established agency by the stroke of a pen.

Wright, Magistrate,
Cawnpore.

I can give three *typical* cases which have come specially under my notice:—

Reynolds, Judge,
Landa.

- (i). The Bansi murder case tried by the Sessions Judge of Gorakhpur in April, 1886, at Basti, full reports on which are with the Inspector-General of Police and the Local Government.

In that case a grave miscarriage of justice took place owing to the corruptness, if I recollect aright, of the Sub-Inspector in charge of the inquiry; and one or two men were forced by the Police to make an utterly false confession.

(ii). A murder case which I have just tried here at Banda.

In this case the Sub-Inspector told, in the most matter-of-fact way, as though it were quite an ordinary occurrence, how he had insisted on 500 or 600 people remaining present at his inquiry for about 48 hours (only letting them go home at night), until they ascertained among themselves who the murderers were. The Sub-Inspector practically did nothing himself but sat still and waited for the result of the villagers' own inquiries.

This procedure of course results in some one being run in : whether it is the right man is another matter altogether.

(iii). The case of Amir Ali, Sub-Inspector of Badausa, recently convicted here. I believe that this case will be specially reported to the Police Committee by the Commissioner, so I do not give details, but I call particular attention to it, as it well illustrates the fatal effect of the system of judging of Police work by percentages.

My own impression is that if this system were once abolished, and the Inspector-General and Government would judge the work of the Police in a district on its merits, and not by whether it came up to, or fell below the provincial average, the cause of two-thirds of the present malpractices would be destroyed, and with that the malpractices would cease. Amir Ali's case commenced simply by a desire on that officer's part to keep up his percentage of property recovered to property reported stolen.

In my opinion some of the lesser malpractices can only be checked by the people themselves, and will be checked when the people find out their rights. No amount of departmental supervision can stop this.

Some malpractices could, I think, be prevented if the District Superintendent of Police moved about more in his district. In my opinion there should be at each thana a room or two, plainly furnished, to which the District Superintendent of Police could go. So far as I have seen, the whole time of a District Superintendent of Police is taken up through the cold weather inspecting thanas. Now this is very useful and very necessary; but it gives him no insight into the actual working of his Police Officers. He can work out some percentages, and say they come out good or bad, as the case may be; and it frequently, I regret to say, happens that Sub-Inspectors get promoted or reduced in accordance with those percentages.

If, however, the District Superintendent of Police had these rooms, practically May and June would be the only months when he would have to stay in the Sadar; and he could occasionally take part in inquiries, and thus obtain a far better insight into the actual working of the Police and the merits of individual officers.

For myself I have not the least doubt that the real remedy for the greater part of the malpractices of the Police lies with the Inspector-General. I am by no means alone in this opinion; and I doubt not that the Committee will find many others who say the same that I do.

If the annual printed Police Reports be read, it will be found that the Inspector-General nearly invariably praises or blames the working of the Police in a district in accordance with the results of certain mathematical calculations made in his office. Certain percentages are worked out. If they are up to, or above a certain standard, the Police have worked well; if below, they have worked badly; and the District Superintendent of Police or Magistrate is censured.

Now I will give two examples of the result of this, which have come under my own observation during this year.

I was walking along the road one evening at the Sadar when I saw a crowd of Sub-Inspectors coming along together. This being somewhat unusual I inquired what was happening, and was told that the number of crimes reported in the district was less than the number reported in the corresponding period of the year before, and that if this went on the district administration would be blamed; therefore all the officers in charge of Police Stations had been called in for consultation.

What the nature of the consultation was I do not of course know; what the result will be, any one with the most elementary knowledge of the natives of India can see.

The number of reported crimes is one of the Inspector-General's tests; and that is how he will get his figures from one district.

Another test applied by the Inspector-General is the proportion of stolen property recovered to property reported stolen.

In March last a man, living a few miles from a thana, had his house broken into and silver ornaments, worth Rs. 125, stolen. He went to the thana to report; but the Sub-Inspector, finding there was only a slight chance of recovering the property, had the report entered as a burglary with theft of grain worth four annas. The subsequent history of the case I need not go into, but the facts were clearly proved.

If all officers were honest and did their best and sent up perfectly true returns, the Government of India would be justified in comparing one province with another on those returns; and perhaps the Inspector-General of Police might compare one division with another; but I should certainly hesitate before judging district administration solely by these returns, and when the figures are applied, as they are by some officers, to thanas, the results are hopelessly misleading. I have no hesitation in saying that the system of judging Police work by these returns and percentages is a premium on dishonest working.

If the Inspector-General of Police is expected to *judge* of the work of individual officers, he and the Deputy Inspector-General should spend far more time in each district than they do at present. As it is, so far as I can see, the Inspector-General is in an excellent position to sum up the working of the Police at the close of the year. He is not in a proper position to criticise the administration of individual officers. It is quite possible that I am wrong to a certain extent in my views, for I have only looked at these matters from the point of view of a Joint-Magistrate (who is a comparative outsider), still that is how the present system strikes a comparative outsider who has had good opportunities of discussing these matters frequently with those more immediately concerned.

Sends up special report on case of Sub-Inspector Amir Ali, Thana-dar of Badausa, sentenced to four years, for (1) incorrectly wording first report, (2) understating value of stolen property, (3) abusing powers of arrest, (4) falsifying diary.—See File No. V, Serial No. 1, Register No. 273.

Hoey, Magistrate,
Banda.

Could instance hundreds of such cases. *Says there is no strict morality among the people, and the Police are a bad sample of the people.* The remedy suggested is to raise the *morale* of the people and the force, and to give Magistrates a fair chance of watching the work of the Police, instead of making them puppets dancing to the taper, pulled by the ever-multiplying departments.

White, Magistrate,
Benares.

I do not know if this is intended to be a record of all such cases which have come under the notice of a Magistrate during his whole service. Of course the records show prosecutions and convictions under Sections 330 and 331, Indian Penal Code, which are specially reported. During the nine months I have been in Mirzapur, I remember only one serious charge of the kind, and in this the accused were released on appeal from a conviction by a Deputy Magistrate. I do not think that serious cases of torture or extortion commonly occur. No doubt there are numerous instances of petty tyranny and misconduct, which is only to be expected when important duties are entrusted to a class of officers many of whom are of low position and indifferent character and poorly paid. There is, I think,

Crooke, Magistrate,
Mirzapur.

a feeling among Deputy Magistrates who do the bulk of the case-work, and in the superior Courts, that the action of the Police is suspicious. This has been one of the main causes of the demoralization of the Department. Native pleaders, in the absence of any efficient prosecution on the part of the Crown, fling about such charges at random, and the Police have no protection from them. In my opinion rash charges of this kind should be repressed, and pleaders should not be allowed to make them without a danger of being called to account for professional misconduct if the accusation is found to be groundless and malicious. Courts should, I think, insist on a *written* specification of allegations of the nature, and they should be at once inquired into and tested by the District Superintendent of Police or his Assistant on the spot. Nothing would be better than this for the Police and the public; and while true charges should be sternly dealt with, false accusations should be taken up by the Crown, and the accusers brought to justice. This, however, cannot be done till the staff of superior officers is improved and increased. This is, I think, possible with no great extra expense; but my proposals are not exactly relevant to this issue.

Luffman, District
Superintendent of
Police, Gorakhpur.

Notifies two instances of policemen extorting money from accused persons. Also a case of concealment by three Constables of a case of culpable homicide, and a case of concealment of cattle-theft, and allowing the offender to escape. Suggests a numerical increase to the force to enable District Superintendents of Police to dismiss bad characters.

Wyer, Magistrate,
Basti.

Illegal detentions are common, and in most cases irregularities will be found. Closer supervision and severe punishments for proved irregularities are the only remedies.

Rustomji, Magistrate,
Ballia.

Has had cases of bribery proved against the Police, and has also had before him false cases trumped up with a view to deter the Police from the discharge of their duties. Says Kasia is very bad in this latter particular.

Says the only remedy is to get in a better class of men, who will regard their reputation before any pecuniary advantage; but the pay of such men must be sufficient to place them above any temptation.

Bateman, Deputy
Commissioner,
Jalaun.

Has come across many suspicious cases, but only one in which any malpractice was proved. Can suggest no remedies.

Newberry, Judge,
Lucknow.

Is confident corruption is rampant in the Police. Says it is due to the want of energy in District Superintendents of Police, who are either boys or old men. Proposes that one-third of the District Superintendents should be young Civilians appointed for not over five years, one-third Military Officers appointed for the same period, and one-third promoted from Inspectors, or directly nominated native gentlemen, who should be relegated to Deputy Collectorships when desirable from loss of age or activity. Says Inspectors should be nominated Tahsildars or Munsifs, and allowed to revert, or be made to do so, when they fail in activity or nerve. Strongly advocates proper payment of the Police. Says a District Superintendent of Police cannot live on Rs. 400, and with his scheme the highest grade need only be Rs. 800. A Police Constable should not get less than Rs. 7 with Re. 1 good-conduct pay after three years, and Rs. 2 after six years' service. Would not divide into armed and civil.

Currie, Commis-
sioner, Sitapur.

Can only point to a few instances, but is sure there must be scores of similar cases in every Sessions Division. Instances 15 cases:—

- 1 abetting disposal of stolen property—Sections 414, 109, Indian Penal Code.
- 1 keeping back a confession and inducing witnesses to perjure themselves to save a guilty, and cause an innocent man to be convicted.
- 1 concealing a dacoity.
- 1 taking a bribe to get off a murderer.
- 2 fabricating false evidence and tutoring witnesses.
- 3 extorting confessions from innocent men by violence.
- 1 framing incorrect record.
- 1 causing disappearance of evidence in a capital offence.
- 1 committing perjury and extorting a confession.
- 3 very suspicious cases of gross irregularities.

The chief means for checking such malpractices as those noted in answer to question 14 *ante*, are—

- (1). To recruit your District Superintendents of Police from the best available source. Ever since the issue of Government of India Home Department No. 3010, dated 3rd August, 1867, there has been a regular and systematic falling off in the material from which the District Superintendent of Police has been recruited. The District Head of the Police is almost, if not quite, as important and responsible a charge as that of the District Magistrate. The first step is to recruit from the *best* market, and obtain, from the first, the best available material. The old recruiting ground for the Police was the Army and the Staff Corps. It is useless to look in that direction now; for from past dealings with Military Officers in the Police, and the thoroughly discredited position into which the Police has fallen, Staff Corps Officers would not be found willing to join the Police.

If, as the G. O. above mentioned, which was the first step towards lowering the status of a Service which ought, in the public interest, rather to have been raised than lowered,—if, as that G. O. said in 1867, “Military Officers are, as a rule, no longer desirous of entering the Police, as the work required from Police Officers has been generally found to be irksome to Military men in comparison with the ordinary duties of their own profession,”—how much more so now after a lapse of a quarter of a century, while Police Superintendents have been literally dragged through the dirt (*e. g.*, when Colonels of thirty years’ standing in the Police, competent officials of known ability and proved service, have to send up their departmental sentences for the sanction of boys younger than their own sons, and Native Statutory Civilians of not a dozen years’ service); and the Army has during that time advanced in every branch as regards efficiency, prospects, pay and pensions. A more fatuous G. O. than No. 3010, dated 3rd August, 1867, it is hardly possible to conceive. That G. O. admitted the value of the Military element in the force, and admitted that the presence of Military Officers gave the whole body a social status which was of no slight advantage. Under all the circumstances, so obvious as to be needless to detail, the withdrawal of this advantage was in itself a grievous mistake. The change was probably made owing to financial reasons: if so, then the result has proved that it was a great financial mistake. A foreigner once remarked: “England succeeds in India because she sends out of her best for the government of the country; France fails in colonial administration because her best will not leave France and Paris.” The truth of this remark is evidenced by the Government action in the officering of the Police and the necessity of the present enquiry! Is it astonishing that we are in this branch of administration landed where we are? You must go to the root of this matter. If there is to be any good result, you must improve the *head*, and then you may reasonably expect the other members of the body Police to work properly. You can no more expect intelligent and satisfactory work to filter down from incompetent higher grades to the lower grades than you can expect water to run uphill. The proper Police administration of a vast Empire like India is an Imperial question.

Government Order No. 3010, dated 3rd August, 1867, treated the subject as a parish vestry might the question of an expensive drain.

The Police should be made a “*Special Branch*,” and recruits obtained by *competitive examination in England*, to which natives should be as eligible as they are to the Civil Service, and on similar conditions. Surely the Police as a Department is as important as either the Forests, the Public Works or the Accounts Departments.

Will any one dare to admit—will the Government admit—that the work of the Police demands less brains, less application, less energy than the work of a Revenue or Judicial Officer? Are the lower faculties possessed by men who have shown themselves unable to pass for any employment, public or private, in which examinations are necessary, to be considered sufficiently good for conducting the Police duties of an Empire? And then,

too, amongst a people who value friendship and caste-ties before truth, and habitually, from a spirit of charity, say the "thing that *is not*," whose statements are "the substance of things hoped for, the evidence of things *not seen*," making elucidation of the truth a matter of the greatest difficulty. Look again at the hideous tale of Police malpractices that any district can show, and then say, is it not the duty of the governing nation to give the very best material it can as its District Superintendents to deal with this state of things?

The Bar is increasing in numbers. Its members are fortified with a legal training gained after much reading and the passing of stiff examination. It is true, as Sir Auckland Colvin wrote in his note, "that an intelligent and active press, a body of public opinion always able to make itself felt, and a strong and numerous Bar, were checks by which the *Police could be controlled*;" but intelligent, efficient and qualified District Superintendents of Police are necessary to *lead and direct* the Police, and to deal in a proper manner for the protection of the law-abiding public. Besides "controlling the Police," "Counsel" can safely be left to keeping their clients on the shady side of the law. But unless we have District Superintendents of Police who can cope with Counsel in education and intelligence, the race between the law-abiding public and the law-breakers is not an even one.

The present system of appointing young men purely by patronage,—youths whose chief qualification is failure to pass any examination at home, the unprovided sons or relations of those in position, or their friends, and the promoting of old Inspectors,—has proved a failure; and unless a radical change is made in this system of recruitment, the Committee's efforts may be allowed to "go by the board." The future of Police reform turns on the recognition of this cardinal principle.

- (2). A higher standard of education than is at present demanded.
- (3). Inspectors allowed the chance of promotion into the Judicial line. For men who will commit malpractices, like those mentioned in answer to question 14, the rise in pay contemplated by the Government will not be of much use. Men of that stamp take Government service not for present pay and future pension, but to make what they can as soon as they can.

सत्यमेव जयते

To raise *their* pay is merely to give them greater reason for asking more from the public "*sik darja tarki hogay*." "*Boht achha*" they say. If, when I got Rs. 50 per mensem pay, I was satisfied with a bribe of Rs. 200, now that I get Rs. 100 per mensem it wont pay me to run the risks under Rs. 400.

The only measures I can suggest for checking these malpractices are to have as District Superintendent the best obtainable material, hold him responsible for a thorough daily supervision of the Investigating Officers' work, and punish with promptitude and severity all deviations from honest and straightforward working, all irregularities of procedure, all setting at defiance the clear instructions of law and departmental orders as regards the conduct of enquiries.

There is no doubt that the present pernicious system of judging a man's work by "*nakshas*" has a good deal to say to *some* of these malpractices. For the end of "*nakshas*" (that is, the result the policeman is judged by) is not "the eliciting of the actual truth" but "a conviction." To explain my meaning, I shall have to go into this matter at some length. From my past experience as a Magistrate and Sessions Judge, I have found that where the case is a clear one from the start, the Police work, as a rule, has been above suspicion; but where the case is a *difficult one*, and no clue is immediately obtainable, the Investigating Officer forms a theory of his own. This is but natural; *but having formed his theory*, which is oftener wrong than right, he sticks to it at all hazard, and makes all the facts fit into his theory: hence we fail to obtain honest and intelligent handling of crime in the earliest and most important stages of Police investigation. His superiors require promptitude, hence the Police Officers

devote their energies and attention to *getting a confession out of a suspected person*, little caring whether the confession is true or false. They never attempt to elucidate clues to the evidence from independent sources and follow up these. This would involve too much trouble, and delay the challaning of "*some one*" too long. To gain his end the Police Officer *must* set the law more or less at defiance, and by his conduct he complicates the difficulties and anxieties of the Sessions Judge, and the mischief is, raises doubts and suspicions even in good cases, which, but for his hurry and anxiety to get the case off his hands, his ignorance of procedure or purposely breaking of the law, would otherwise be clear enough. Their sticking to their theories and illegal actions are doubly harmful, as this not only as often as not runs in the innocent, but also facilitates the escape of the guilty.

The remedies against such *lachs* and malpractices are :—

- (1). *A close supervision over the investigating work by an intelligent District Superintendent of Police and by the Magistrates before whom the case first comes; (2) greater caution and strictness in making appointments and promotions to the grade of Investigating Officer; (3) black sheep should be weeded remorselessly; (4) no promotion made to a higher grade unless the character-roll shows a clear record as to honesty, straight-forward dealing and zeal, and (5) every thing like corruption uncompromisingly punished by forfeiture of Government service.*

My panacea for reforming the Police is to work (1) to a greater extent through Tahsildars, (2) through Tahsildars to work the revenue officials, *viz.*, Kanungos, Patwaris and Tahsil chuprasis into aiding the Police. I can answer for Hardoi, that if Tahsildars were made *ex-officio* Assistant District Superintendents of Police, if an Inspector were given for each Tahsil, thanas were made as extensive in area with Kanungos' circles and Chaukidars re-allocated by the measure of Patwaris' circles, I would engage to reduce crime in a year or two to a very low ebb. There would be no necessity for any great alterations in the present rates of pay beyond fixing the minimum rate of pay for Tahsildars at something higher than the highest rate of pay fixed for Inspectors, and the minimum of Sub-Inspectors at Rs. 25 or the present minimum for Kanungos. A station allowance of Rs. 15, to be drawn by any one at the time in charge, whether *pukka* or officiating. After all, the responsibilities of Tahsildars are infinitely higher than those of Inspectors, and the Tahsildars of a district must be upheld above Inspectors if discipline is to be preserved and discontent avoided. To the Tahsildar as the Tahsil Magistrate, the Inspectors and Sub-Inspectors should ordinarily refer, in the first instance, for the recording of confessions, search warrants, &c., and for help, where necessary, in enforcing on zemindars a sense of their duty in regard to giving aid to the Police. In difficult cases great aid might be given by the Tahsildar making separately confidential enquiries through the Kanungo and Patwari staff. Working in the same areas as the Kanungo staff, the Police would feel that any gross malpractices would be more likely to come to the ears of the District Magistrate through the Tahsildar than is at present the case. As matters stand, departmentalism is rampant, and the public welfare suffers. The Police work in different areas, and hold aloof, as far as possible, from all revenue officials; while the latter keep equally aloof from the Police. The thana head-quarters should always be the head-quarters of the Circle Kanungo, and should be near a post-town with a post order office, through which latter the pay of the thana officials and of the Chaukidars should be sent. A great deal of valuable time is at present wasted by the Thanadars going to the Tahsils every month for pay. Another avoidable waste of time is occasioned by the Chaukidars being forced to attend thanas twice a month instead of once a month, and by Inspectors being forced to inspect thanas once in three months, when once in six months would suffice. These unnecessary attendances and inspections keep Investigating Officers at the thana when they ought to be out making enquiries and taking care that crime is not suppressed.

Pitcher, Deputy Commissioner, Hardoi.

Cowie, Deputy Commissioner, Kheri.

In $3\frac{1}{2}$ years has had before him three cases of falsification of entries in diary, one case of inducing a false confession by threats, one case of ill-treating a prisoner, one case of fabricating evidence and torturing witnesses in a murder case; also several cases of detention of suspected persons.

Remedies.—The enlistment or appointment of a better and, if possible, more honest class of Investigating Officers. Severe punishments to those who are caught tripping, and the abandonment of the test of work by *nakshas*, especially the number of convictions.

Gibson, Deputy Commissioner, Bahraich.

Police undoubtedly have a habit of collecting large numbers at investigations and of searching numerous houses. The remedy for these malpractices is in the hands of the District Superintendent of Police. Torture undoubtedly exists; but it is chiefly the real culprit who is tortured to make him confess the public is against him, and he can get no evidence in support of his charge. The remedy lies in closer supervision by District Superintendents of Police and Inspectors. The Police are at a disadvantage in their contest with the criminal populations. Malpractices have generally for their motive detection of crime—not bribery or extortion. Rules and checks would hamper Police action.

Barrow, Deputy Commissioner, Gonda.

Too numerous to mention. Suggests that a note-book be kept up in the Magistrate's Office, in which brief notes should be entered of the good or bad work done by Investigating Officers. On the transfer of an Investigating Officer a copy of these notes should be sent with him.

M. Samiullah, Judge, Rae-Bareilly.

Gives no specific instances, but says Police malpractices are too well known and widespread to need instancing. Is of opinion that this state of affairs is due to two causes :—

(1) the inefficiency of the present District Superintendents of Police and Assistant District Superintendents of Police; and

(2) the majority of the officers being men of no family.

Suggests that experienced Native Deputy Collectors should be selected as District Superintendents of Police, and that men of good family should be selected to fill the ranks of the Investigating Officers. Remarks that the present unpopularity of service in the Police is due, not so much to the low pay as to the class of men with which nominees would have to associate, and the treatment the officers meet with from District Superintendents of Police and their Assistants.

Quin, Deputy Commissioner, Partabgarh.

Says there have not been many such cases brought to his notice of late years. Instances two: one of an *ex-convict*, a Pasi, against whom the evidence was clearly fabricated; the other, a murder case, in which it is doubtful whether any murder was ever committed, although the accused confessed to having murdered a woman by strangulation. The medical evidence, however, proves death by drowning.

Can suggest no remedy for Police malpractices. Considers that the gradual raising of the tone and education of Investigating Officers may in time work a reform among these officers; but sees no way of preventing the petty worry and exaction exercised by the lower ranks. Says our well-paid London Police are not above taking tips and winking at gambling hells, after-hours drinking, &c. Considers we can only give a good wage, hope for the best, and mercilessly punish all dishonesty, extortion, &c.

Tweedie, Deputy Inspector-General.

Considering the extraordinary temptations to which the Police are exposed, there must always be hundreds of cases of malpractices. The great check is to have good officers. The men in the ranks of the investigating staff as well as the Inspectors should be well paid. Considers the Police have improved wonderfully of late years in this respect, and that there is no comparison between the abuses of the present day and those of thirty years ago.

Remedies.—Good District Superintendents of Police and enforcement of responsibility of Inspectors.

Ryves, Assistant Inspector-General, Railway Police.

I have had 30 years' experience working with the District Police, and am in a position to assert that all the talk about malpractices committed by the Police is very absurd and exaggerated. By malpractices I mean serious cases of torture, etc. In the old days, that is, the period between 1858 and 1865, I recollect many instances of cruelty committed by the Police, women being hung up naked over a *charpai* by their feet, and

otherwise cruelly treated, and men hung by their thumbs, &c. These cases are seldom or never heard of now. Where there were ten before, perhaps one occurs now. But taking into consideration the many thousands of cases investigated by the Police in remote parts of a district and the extensive powers given to Police Officers drawing small pay, it seems marvellous more cases are not heard of.

I acknowledge petty malpractices are committed, but I should like to hear of a department in which there are none.

The Police naturally, from the nature of their duties, come in for the most abuse. Their hand is against all evil-doers, and these evil-doers have friends and relations occupying at times influential places, and their influence is brought to bear against the Police. I am quite of opinion that everything should be done to reduce even these petty malpractices. The only remedy is in improving the position and pay of officers in charge of stations, having a sufficient staff of supervising officers as Circle Inspectors constantly on the move to check anything of the kind, and, above all, energetic officers of good social position in charge of the Police in districts. The practice that has prevailed of late years of placing districts for long periods in charge of Inspectors, has been the ruin of the Police. Circle Inspectors should be made to live in some central station in their circle, and not, as now, be kept at the Head-Quarters of the district.

I have mentioned the only remedy that occurs to me. It is the mistrust of the Police that prevails that causes a good deal of the mischief. Some Magistrates won't listen to a Police witness, believing he cannot tell the truth under any circumstances. Commence by treating him properly and trust him more, and better work will be got out of him.

Thinks there has been very large diminution in malpractices in the present day as compared with former times. Draws attention to the vast number of charges brought against the Police, which are proved to have been false. The diminution is due to the growth of intelligence and independence among the people, and to the closer and more efficient supervision of the subordinate grades.

Berrill, Assistant
Inspector-General,
Special.

Remedies.—Improve the position of the senior officers of the force, both gazetted and non-gazetted. Exercise closer supervision, and impart better instruction to the subordinate members of the force. Throw greater responsibility on the Inspectors, and place greater confidence in the District Superintendents of Police.

Has heard of accused persons and witnesses being thrashed by the Police, but never knew of a case brought home to them.

Sherer, Personal
Assistant.

Knows of only one remedy, which is both advisable and practicable, and that is to improve the *morale* of the force by obtaining a better stamp of men from and including the gazetted officers downwards.

Question 15.—*Do you think that the charges against the Police are to any great extent caused by the system of detaining a large number of men on the spot during investigations? Can you suggest any remedy for this practice? Do you think, if the Investigating Officer were required to keep a daily register of all persons present during the investigation, the practice could be kept in check?*

Yes; the charges are in some measure due to this cause. The remedies are to give the Civil Police a detective agency, and to put the Rural Police more under their control. When supervision of District Superintendents of Police and Inspectors is good, such practices will not occur. The proposed register will do no good.

Hoskins, District
Superintendent of
Police, Meerut.

Thinks this may possibly have something to do with it. Says register will do no good, as if officer is dishonest he will manipulate the register. Considers the only remedies are greater supervision by, and more intelligence among superior officers, and the development of the detective system.

Cantor, District
Superintendent of
Police, Saharan-
pur.

Smith, Magistrate, Muzaffarnagar. Doesn't think that compulsory or semi-compulsory attendance of a crowd has anything to do with the matter. No register would be of the slightest use.

Petre, Magistrate, Aligarh. Believes a good deal of bullying is done in this way; but thinks the register would be fudged.

Neale, Commissioner, Agra. Certainly this is a source of evil. The only remedy is to restrict the period during which Investigating Officers are allowed to remain on the spot, say from 24 to 48 hours, according to the class of case, and not allow them to return except at the complainant's request. At present the Police stay for weeks, even months, when the complainant can be bled, and return again and again. Fears the daily register would be a daily lie.

Finlay, Magistrate, Agra. No; doesn't think any large number of people are detained, and considers a register would do no good.

Court, District Superintendent of Police, Agra. Yes; considers the custom almost an objectionable one, and that it tells as much against as for the elucidation of cases. It is a custom which must be done away with. All persons required to attend should be formally summoned, and the Police should be encouraged to arrest persons suspected, rather than keep them under illegal detention.

O'Brien, Inspector, Agra. Register no good. Advance of detective ability the only check.

Conybeare, Magistrate, Muttra. Thinks this detention is a custom of the country. It is done by the Police alone. Doesn't think the people concerned regard it as a serious grievance. No effective remedy can be found for it until the ideas, and even the character of the people themselves, change. Any register would be fudged. Says the diary should be carefully prepared, and should contain a good summary of the evidence taken; but the less the Investigating Officer squanders his energies in any other form of writing, the better. The compilation of returns and registers tends to turn a man of action into a mere quill-driving drudge. In a department like the Police, whose functions are so largely executive, writing should be confined within the smallest possible limits.

O'Dowda, District Superintendent of Police, Muttra. The complaints about the detention are loud and strong, but it cannot be avoided; and the men who are detained and kept from their every-day pursuits no doubt complain. Without the attendance of lambardárs and zemindárs, who have great influence on the bad characters and criminals in their villages, Police investigations would be fruitless. These investigations might be much reduced in duration if the responsibilities of zemindárs were enforced; but Sections 44 and 45, Criminal Procedure Code, are a dead letter. When the detective agency is better, the assembling of such crowds at investigations will not be necessary. More powers should be given to District Superintendents of Police, and Inspectors held responsible for the general efficient working of their circles. The register proposed would be no good, as it would be fudged to a certainty.

Rose, Magistrate, Mainpuri. Does not think there is any (?) connection between the charges brought against the Police and the system of detaining men at investigations. Thinks a register would be of no use.

Alexander, Magistrate, Etawah. No; I do not think so. What is the real ground of the charges is the extent to which the Police levy money and interfere with the *hukumat* of the zemindárs who do not pay them, or who try to be independent. There is, I believe, a constant struggle going on between the two forces; and in nearly all the cases in which complaints of bribery are brought, the complainant is either merely a tool of some zemindár, or is supported by him. I do not think the class of men who are ordinarily detained during an investigation would of themselves come forward to complain, nor that it is on their account that the classes which do complain bring the charges referred to. The zemindárs would themselves, if unchecked, exercise quite as much oppression over this class, and what they resent is the Police usurping what they think are their own privileges. I do not think a daily register would be any real check. Crowds of people often attend an inquiry without being compelled to; and even if superior officers visited the scene of inquiry more frequently than they do, it would be impossible to tell if a man, omitted from the register but found present, were there on compulsion or by his own free will. The only thing to be done practically seems to me to insist on inquiries being pushed as rigidly as possible, and the officers making them not allowed to loiter in a village longer than is necessary.

Says a large proportion of the malpractices alleged against the Police undoubtedly arise out of the illegal detentions in the course of investigations, particularly in cases of stolen property. Thinks the proposed register would not do much good, but might be tried experimentally. Thinks the presence of one or two respectable residents might be a more effective check.

Harrison, Magistrate, Etah.

Does not think the register would be any good. Considers Inspectors should be able to stop this.

Connell, Magistrate, Bareilly.

Thinks the register might do some good, but considers that half the charges against the Police would disappear if we could enlist the sympathies of the public in the prosecution of offences. The absolute apathy of the public is the policeman's stumbling-block. The sight of a policeman coming to make an enquiry is sufficient to empty a village. He can get no assistance unless he forcibly detains some people.

Bullock, Magistrate, Bijnor.

Says the system is complained of, but thinks the register would be of no use. Considers more supervision the only real remedy.

Holmes, Magistrate, Moradabad.

Says Police must call in landholders, &c., to help them. Doesn't see any harm in this if the persons summoned are allowed freedom of action. Does not consider it improper that time-expired convicts and suspicious characters should be made to attend. Would strongly oppose any proposition for putting more work on the shoulders of the Police. Says that closer supervision should put a stop to illegal detention.

Thomas, District Superintendent of Police, Moradabad.

The register would be of use in keeping the practice in check.

Macpherson, Magistrate, Pilibhit.

Doesn't think these complaints are wholly trustworthy. Officers should be made to state distinctly, if they remain on the spot to inquire, why they do so ; and Superintendents and Divisional Inspectors should check any tendencies of this kind. Doesn't think any special remedies can be devised. Objects to register. Says it will do no good. Much better get a better class of men and trust them.

Sharpe, District Superintendent of Police, Allahabad.

Doesn't approve of the register. Says it would be of no use. Writes :— " Arrange better pay, treat the Police better, and do not always be prepared to consider a man a knave because he is in the Police. In course of time people generally will be of opinion that the Police behave better, and so complaints of misbehaviour will become less frequent. Is it not in the experience of us all that in India we are told the stories we want, or are expected to want, to hear? Think evil of the Police, and you will never be without stories of their misbehaviour. The Police Commission will have many stories told them of the bad behaviour of the Police. I do not mean for a moment to deny that the Police do misbehave. I only want due allowance made for the exaggerations that will now do duty for answers to the questions."

Hamblin, Magistrate, Cawnpore.

Does *not* think the charges against the Police are caused by the system mentioned ; but *does* think that the system, besides being illegal, is the cause to a great extent of the dislike to the presence of the Police. The villagers know that every crime reported means the attendance of a Police force in the village, quartered on them, inquiring for quarters and rations, keeping all from their work, and generally making things uncomfortable. Does not see how crime can be truly reported under such a system. *Considers that the register suggested would be wholly inoperative, and would only lead to mere fudging of nakshas.* Thinks the only remedy is to introduce a more intelligent system of inquiry. *Holds that only one or at most two men should go to make an inquiry, and that after viewing the spot they should go to the men whom they think could assist, and make their inquiries from them instead of summoning the men to attend.*

Reynolds, Judge, Banda.

No ; it would be useless in practice.

Adams, Commissioner, Benares.

Says register would be fudged. Would make Investigating Officers move about more and see persons, places and things ; but would cut down all writing as far as possible. Would have no evidence recorded under Section 161.

White, Magistrate, Benares.

Thinks most of the better officers in the force are beginning to see that this system does not lead to any good result. Sees no remedy for it except more careful supervision by District Superintendents of Police. Thinks the register would do no good.

Crooke, Magistrate, Mirzapur.

- Luffman, District Superintendent of Police, Gorakhpur. Considers a daily register would be worthless. Is of opinion that the practice alluded to cannot be discontinued.
- Wyer, Magistrate, Basti. It is the custom of the country : the register might do good, but doubts if it would be of any practical value.
- Rustomji, Magistrate, Ballia. Thinks the system noticed is not very prevalent, and that where it exists the proposed register will not stop it.
- Bateman, Deputy Commissioner, Jaulaun. Considers that the system noticed is without doubt pushed too far ; but when the people are, as is often the case, entirely against the Police, all rules tending to check the practice would also have the effect of crippling Police action.
- Currie, Commissioner, Sitapur. The more men detained the greater clamour ; but how otherwise is a full inquiry to be made with the greatest expedition. Can suggest no remedy. The practice is inevitable. No register would do any good. It would only increase the work of an already over-burdened Police.
- Pitcher, Deputy Commissioner, Hardoi. Says this practice may be complained of and rightly so, but the proposed register will do no good. The only remedy is to secure men of a better standard of morality and a better position.
- Cowie, Deputy Commissioner, Kheri. No doubt this detention frequently results in serious charges being made. Thinks the register would be no check. The honesty of the Investigating Officer is the only safeguard.
- Ferrar, Commissioner, Fyzabad. Thinks the daily register proposed would tend to check the practice.
- Gibson, Deputy Commissioner, Bahraich. This malpractice has the effect of making the Police a serious nuisance. District Superintendents of Police should stop it. Investigating Officers should record the names of people summoned in their diaries.
- Barrow, Deputy Commissioner, Gonda. The want of consideration shown by the Police in detaining witnesses at investigations is very great, and is a just cause of complaint on the part of the public. Would have all names of persons summoned recorded in the diary.
- Quin, Deputy Commissioner, Partabgarh. Doubts where the register would do much good.
- Tweedie, Deputy Inspector-General. Better supervision and the development of the detective branch will remedy this state of things. Quack remedies, such as a daily register, can always be evaded. Enforce responsibility on Inspectors, and these irregularities will disappear.
- Ryves, Assistant Inspector-General, Railway Police. Keeping up a register would be perfectly useless, and would unnecessarily increase the work of the Investigating Officer without any object being gained. The getting together men of the different villages is a custom of the country based on the punchayat system that prevails. Any one who has had any experience in Police work must know the extreme reluctance shown in giving information. The long journey to the Sadar and loss sustained at times by the detentions that occur, tend to deter people from voluntarily offering information. The people being together, a word breaks out here and there, and so the clue is got and worked on. The malpractices at such gatherings, if any are committed, are generally of a very trivial nature. The people are not detained at night ; they go to their homes daily. I would insist on the Investigating Officer entering the names in his diary of four or five of the most influential and trustworthy men present daily at these gathering, so that the Circle Inspector or District Superintendent of Police knowing the men may interrogate them if it is found necessary, or as a check. This would to a great extent do away with malpractices.
- Berrill, Assistant Inspector-General, Special. This is merely a slovenly habit which has continued for generations. It is simply the old punchayat system. Would like to see it suppressed entirely, but doesn't think this can be done till we get a better class of men as Investigating Officers.
- Sherer, Personal Assistant. If the detective system is introduced there will be no necessity for the practice complained of. Any person required by the detective will be summoned by the Station Officer, a separate summons being served for each day the person is made to attend. The Circle Inspector and District Superintendent of Police could check these summonses and see that people had not been kept longer than was necessary.

Question 17.—Are you in favor of the present system of appointing Court Inspectors from the Police Force to conduct prosecutions in the Magistrates' Courts; or would you, in lieu thereof, consider it advisable to give a retainer to some local pleader to conduct such cases at so much a day or case?

Prefers Court Inspectors, but recommends the retention of a Police legal adviser—a barrister, to visit districts, instruct Court Inspectors, and conduct important cases. Says a local pleader would cost much, would not be in touch with the Police, and would not take the interest a Court Inspector does in conducting cases.

Hoskins, District Superintendent of Police, Meerut.

As above.

Cantor, District Superintendent of Police, Saharanpur.

Thinks a local pleader would probably be worse than the average Court Inspector. Of course legal assistance should be procured in special cases as at present.

Smith, Magistrate, Muzaffarnagar.

Local pleaders would not show the same zeal as Court Inspectors, would subordinate Government work to their own private practice, and would be less regular in attendance in Court. A good Court Inspector is far preferable to a pleader, as not only his present position but his future prospects are involved. Moreover, Court Inspectors' connexion with the Police should be most intimate, as, unless prosecution is well conducted, good Police work is often rendered nugatory.

Steel, Judge, Aligarh.

Thinks the present system is bad, as often two or more important cases are going on in different Courts at the same time. Would not engage a pleader as he would not have time to study his brief. Prefers allowing Court Inspectors to instruct the Court Head Constable to prosecute.

Petre, Magistrate, Aligarh.

Would have a special class of Court Head Constables on Rs. 25 per mensem to do the prosecuting work under the Court Inspector, and should be attached to each Court, and should apply to Court Inspector for assistance in Sessions cases. They should be separately enrolled, and rise through Court Sub-Inspector to be Court Inspector. They should have a suitable preliminary examination.

Neale, Commissioner, Agra.

Would have a Court Inspector for each Court. Objects to local pleaders, as the accused would get the pick as he always pays better than Government.

Finlay, Magistrate, Agra.

Agrees with the remarks made by Messrs. Hoskins and Cantor. Would pay the barrister Rs. 1,000 per mensem.

Court, District Superintendent of Police, Agra.

Would retain Court Inspectors; but would appoint a barrister as Police legal adviser and prosecutor in special cases.

O'Brien, Inspector, Agra.

Thinks Court Inspectors are generally a match for any antagonists at the native bar. Doesn't think they want improving.

Conybeare, Magistrate, Muttra.

Would have a barrister on Rs. 500 or even Rs. 1,000 a month, appointed as Police legal adviser to superintend the work of Court Inspectors. Says the present class of Court Inspectors, though intelligent enough, have not sufficient knowledge of law and procedure to lay a case clearly before a Magistrate or to cope with a good local pleader. Doesn't approve of appointing local pleaders to prosecute, as they would take no interest in the work.

O'Dowda, District Superintendent of Police, Muttra.

I do not consider it would be advisable to give retainers to local pleaders. If a really good local pleader were to be retained the system would be a very extensive one. The Government pleader, who conducts the prosecution in cases committed to the Court of Session, is seldom the equal in point of general ability and legal knowledge of the local pleaders who, in every important case, are retained for the defence. The best local pleaders are by no means anxious to represent Government. They find it, and always will find it, more to their interest to appear for the accused; and Government would never consent to pay the extravagant fees which an accused person is sometimes willing to pay. Something should, however, be done to improve the present agency for the prosecution in the Criminal Courts. Whether called Court Inspectors or by any other name, I think that the officer who represents the prosecuting agency should continue to be

Rose, Magistrate, Mainpuri.

attached to the Police force. But it is worth consideration whether Court Inspectors and their subordinates should not be constituted a special body of the Police, with a distinct training calculated to give them a knowledge of their duties, and to ensure that in point of legal ability and general intelligence they may not be inferior to the mukhtar or pleader who appears for the defence. They should, I think, be required to pass an examination similar to the pleaders' and mukhtars' examination; but it would be necessary that they should receive remuneration which would be a sufficient attraction to prevent them from joining the ranks of the pleaders or mukhtars.

Alexander, Magistrate, Etawah.

Is in favour of employing Court Inspectors rather than local pleaders; but would relieve the Court Inspector of Sessions work and office duties, making him simply the prosecuting agency in Magistrate's Court. Would only require the Court Inspector to instruct the Government Pleader in Sessions cases before Court opens, but would not require him to attend through the whole of the Sessions.

Harrison, Magistrate, Etah.

Thinks a smart Court Inspector (passed Pleaders' Examination in preference) better than a local pleader. Would give Magistrates power to engage pleaders in special cases without reference to Government.

Connell, Magistrate, Bareilly.

Prefers a good Court Inspector. Complains of his present man as doing no work and wanting to be looked after. *Says pleaders would never do as they would be mixed up with local politics, intrigues and cliques.*

Bullock, Magistrate, Bijnor.

Would maintain Court Inspectors and improve their qualifications. Thinks local pleaders not to be depended on.

Holmes, Magistrate, Moradabad.

Would retain Court Inspectors, provided properly qualified men can be appointed to all districts. Has only come across three really competent Court Inspectors. Would engage pleaders only in special cases.

Thomas, District Superintendent of Police, Moradabad.

Would have selected and properly qualified Court Inspectors, who could hold their own with local pleaders.

Howell, Judge, Shahjahanpur.

Considers that all Sessions cases ought to be prosecuted in the Magistrate's Court by the District Government Pleader. In other cases District Magistrates should have authority to appoint a local pleader when necessary. Court Inspectors are generally useless in prosecutions from ignorance of the law of evidence.

Irwin, Magistrate, Shahjahanpur.

Would employ Court Inspectors ordinarily; but would also allow District Magistrates to retain pleaders in special cases. Thinks that Government Pleader should conduct all prosecutions in cases triable exclusively by Sessions Court, before both Magistrates and Sessions.

Macpherson, Magistrate, Pilibhit.

Would retain Court Inspectors; but also engage pleaders in serious cases.

Gray, Magistrate, Allahabad.

Would take Court Inspectors from the Police force, and would *not* employ pleaders. In first-class districts, or at head-quarters of divisions, the Court Inspectors should know English. In important departmental prosecutions the department concerned generally retains a barrister or one of the leading pleaders.

Sharpe, District Superintendent of Police, Allahabad.

Considers the present system the only one possible. Says retainers to outsiders would not do at all.

Wright, Magistrate, Cawnpore.

The position of the Court Inspector is a difficult one to fill. We have got rid of the idea, in many districts at all events, of making it a berth for an otherwise useless Inspector—a proceeding I combated with success at Meerut. But the question now is, whether the Court Inspector should not be a trained lawyer? Personally I am in favor of keeping the appointment in the Police; but I would certainly insist on the candidate passing in law. (The amount of law can be easily settled. It should certainly be more than a mere departmental examination). I would place Court Inspectors on a special *seconded* list, and give them 25 per cent. higher pay, which, if they are worth anything in their special functions, they thoroughly deserve.

I think myself a member of the Police force will be a better *prosecutor* than a local pleader. Besides the employment of local pleader opens up considerable difficulty in arranging for payment, and might introduce the undesirable interference of the Legal Remembrancer

I would allow Sub-Inspectors, who have passed the qualifying tests, to conduct prosecutions. In fact, I would allow a Sub-Inspector to choose between which line he would take up, as in the Civil Service a choice is made by a Joint Magistrate whether he will adopt the Judicial or Executive line. At the same time I would make the Special Branch of the Service understand that they are still Police officers, amenable to discipline, liable to be called on for executive duties at a pinch ; and would make them pass in, and keep up their drill. Many Collectors and Judges are drilling and being drilled in the ranks of the Volunteer Force. Why not Court Inspectors?

I would allow no one below the rank of Sub-Inspector to become a candidate for this branch, or to prosecute in any Court.

I do not consider either plan proposed in the question suitable for adoption. I would suggest that the recruiting for the Court Inspectorships be made a distinct branch of the Police: only pleaders should be appointed. They should for the first year, or perhaps two, be employed in learning up the ordinary routine of the Police work, and be also employed in investigating cases. After they have passed through this period of probation, and have learned, by actual doing of it, the way in which the Police work is really done, they would then be fit, in my opinion, for the work of Court Inspectors. By the actual doing of work as pleaders in Court, before they began to do their work as Court Inspectors, they would learn the details of Court work and how to cross-examine. By actually doing Police work they would learn how it was done, and be in a much better position for really understanding the Police papers they would have to use in their daily work in Court. Whether this proposal of their doing Police work for a time be or be not approved, I consider it most essential that the Court Inspector should be a trained lawyer: his opponent in Court is such; and he must be the same to meet him on equal terms.

Hamblin, Magistrate,
Cawnpore.

The Government must be prepared in the future for a very much larger expenditure on the prosecutions of cases than it has had to meet in the past. Every important case should be prosecuted by a trained lawyer. The alternative of doing this is, that the Magistrate himself will have to take a strong part in the prosecution, and, as the High Court would say, act the part of a prosecuting counsel. Whether this would be allowed by the High Court without reversing the possible conviction, on the ground of the Court having become prejudiced against the accused by its own action, is a question that the future must be left to decide. In the past the prestige of the Magistracy has, to a great extent, protected it from imputations in appeals of its having unduly interfered on the part of the prosecution. How long this prestige will last to protect the Court is a question that should not be difficult to answer in the present day. I am myself threatened with a suit for damages for having, amongst other things, it is alleged, listened out of Court to the statements of the Police officer who sent up a case for trial. If the Magistrate who tries the case is to be responsible, as the Government say, for the proper taking of all possible evidence, I would respectfully ask how is the knowledge of this proper evidence to be obtained. If I hear the Police papers read, I am open, as in my present instance, to the imputation of having tried the case illegally. If I hear the Police officer personally out of Court, the same imputation is made. Am I to consult him in Court, and let the accused hear all the weak points, as well as the strong points of the case discussed in his presence? If the accused is to be made a party to the consultation, then he will have, of course, no objection to the consultation: but how about the case? Convictions would decrease considerably in number. I have already, in my answers to Part III, proposed that all cases reported by the Police should be divided from the first into the three classes, "very important," "important" and "unimportant," and suggested different methods for their prosecution in Court, depending upon their difference in character. In those answers I have insisted upon the extreme importance of the same officer supervising the Police papers from the first, and also conducting the prosecution in Court. The gain in efficiency of work from this will be great. I do not consider it necessary to repeat in this Part my answer previously given.

Would amalgamate the posts of Government Prosecutor and Court Inspector. Give the Court Inspector one or two assistants in each district

Kitts, Judge, Jaun-
pur.

according to requirements, and make the staff prosecute all criminal cases from Sessions Court downwards. Would make the Court Inspector's post an intermediate step between the Inspector and the District Magistrate. Adds that the post of Government Prosecutor in criminal cases and Government Pleader in civil cases being thus separated, some local pleader should be retained to conduct civil suits.

- Adams, Commissioner, Benares. Prefers Court Inspectors, but wants a better class.
- White, Magistrate, Benares. Would retain Court Inspectors, raise their pay and position, and make them Government Pleaders in Sessions Courts. *Says that retaining local pleaders would inaugurate a régime of corruption far worse than what at present obtains.*
- Crooke, Magistrate, Mirzapur. Would certainly *not* appoint a pleader as he would be exposed to local influence, which it would be quite impossible for the Magistrate to control. There must be a permanent prosecutor, call him Court Inspector or any other name, but he must be a paid, permanent official.
- Luffman, District Superintendent of Police, Gorakhpur. Prefers Court Inspectors as he does not think pleaders would take any interest in the cases.
- Wyer, Magistrate, Basti. Would certainly maintain the present system.
- Rustomji, Magistrate, Ballia. Would maintain the Court Inspector system, a local pleader being unlikely to devote the same care and attention to cases. Says the office work of the Court Inspector would also suffer.
- Bird, Deputy Commissioner, Jhansi. Is in favor of retaining Court Inspectors.
- Bateman, Deputy Commissioner, Jalaun. The present practice should be maintained.
- Currie, Commissioner, Sitapur. Is in favor of extending the present system. Says no local pleader would do his work so satisfactorily as an intelligent and competent Court Inspector. Would do away with public prosecutors before the Sessions Judge and Judicial Commissioner, and have cases and appeals conducted by District Court Inspectors. Refers to his No. 1617, dated 17th April, 1890, and No. 2032, dated 1st May, 1890, on the subject of public prosecutors. Thinks the system of Government Pleaders, so far as the Judicial Commissioner is concerned, is a miserable farce.
- Pitcher, Deputy Commissioner, Hardoi. Thinks English-knowing men of the pleader class should be appointed to conduct prosecutions. Is not in favor of the present system.
- Horsford, Deputy Commissioner, Hardoi. Prefers local pleaders. Would always employ such when barristers or pleaders were retained for the defence. Would pay by the case—not the day.
- Cowie, Deputy Commissioner, Kheri. Has a very poor opinion of local pleaders as a rule, and thinks the better ones would not take up the work. Would employ Court Inspectors.
- Gibson, Deputy Commissioner, Bahraich. Thinks a Court Inspector belonging to the force would be more reliable than a pleader.
- Barrow, Deputy Commissioner, Gonda. Advocates the employment of Court Inspectors of a better stamp than those now employed.
- M. Samiullah, Judge, Rae-Bareilly. Would have neither of these methods ; but would select Court Inspectors from among the body of legal practitioners. Would grade them in a separate line, having no connection with the Police, and would make the cases over to them to prosecute up to final hearing. Thinks that if these men were given good salaries, and were allowed to take private practice as well, the result would be a saving to Government by doing away with Government pleaders in Criminal Courts and relieving District Superintendents of Police and Assistant District Superintendents of Police from the work of attending the Sessions.
- Quin, Deputy Commissioner, Partabgarh. Would employ Court Inspectors if properly qualified. Says his own Court Inspector is a good man and very useful ; but most of them spoil rather than make cases.
- Tweedie, Deputy Inspector-General. Would retain the present system. Doesn't think local pleaders would work as well or as honestly as Court Inspectors.
- Ryves, Assistant, Inspector-General, Railway Police. Considers that a Court Inspector must be a Police Officer.

As one of the most important, if not *the* most important branch of the service in Police work proper, any scheme which tends to create a strong and effective prosecuting agency must prove a boon to the force. However good and intelligent the detective element may be, its labours will more or less fail if not supported by a competent prosecutor after the work undertaken has left the hands of the detective. Success will best be attained by the combined forces working in harmony,—a much more probable event if the two forces are under the direct control of the one head. The appointment of an outsider as a prosecuting agent will never prove satisfactory. The outsider (a pleader) would, to a great extent, be independent, amenable only to the provisions of the Pleaders' Act, and not to the authority administering the district; and in the event of failure due in any way to friction between the two, the detective would be bound to go to the wall—a fact very discouraging to himself and the other detectives. For criminal prosecutions with the experience which an officer in the position of a Court Inspector is bound to gain, there is no reason why a local pleader should show any more intelligence in handling a case than a Court Inspector. This fact that a Court Inspector is equally good, if not better than a local pleader, is borne out in the case of several men at present employed in that position: men who are acknowledged to possess the ability to hold their own against prominent European barristers. A Court Inspector must, under any circumstances, be appointed to carry on certain duties connected with the Courts. Why not insist on such appointments carrying the necessary qualifications desired in conducting prosecutions in difficult cases? I would like to see the present restrictions to Court Inspectors not to prosecute in Sessions Courts, removed. Having watched a case through the lower Court, they will be found quite as competent, if not more so than the Government Pleader, to conduct the prosecution to its close.

Berrill, Assistant
Inspector-General,
Special.

The prosecuting agency, as an important branch, should be closely supervised, and assisted when occasion requires; and with this view it should be under the charge of one of the senior officers of the Department, or of a special officer possessed of good legal knowledge, attached to the staff of the head of the Department. This latter officer would be the more preferable, as with his qualifications he could be deputed by the Inspector-General to conduct specially difficult cases in which at present the services of the Government Pleader attached to the High Court are applied for; and also to ascertain the causes in certain districts of failure in prosecutions, and to apply remedies. If such an officer cannot be appointed, the branch should be placed in charge of the officer entrusted with the management of special and professional crime, under the control of the Inspector-General.

Is in favor of the present system. Doesn't think local pleaders would take the interest in the work that Court Inspectors do. Would, however, have a Chief Court Inspector for the Provinces on a pay of at least Rs. 500 per mensem to assist in very serious cases. He might be called the legal adviser to the Inspector-General of Police, and should be a European if possible.

Sherer, Personal
Assistant Inspector-
General, Police.

Question 18.—What is your opinion regarding the educational or other qualifications which should be required of Court Inspectors? Do you think they should be required to pass the Mukhtars' or Pleaders' Examination as laid down in High Court Circular Order No. 9 of 1889, or the Examination for Police Officers as prescribed in Government, North-Western Provinces Notification No. ²³³VI—28 B, dated 25th March, 1890, or any other educational test?

Should have a sound knowledge of English, and should have passed a special examination in Criminal Law and Procedure.

Hoskins, District
Superintendent of
Police, Meerut.

Should be well educated and an English scholar, and should pass an examination equal to the Pleaders' in Criminal Law.

Cantor, District
Superintendent of
Police, Saharan-
pur.

Should know English and pass in Criminal Law.

Smith, Magistrate,
Muzaffarnagar.

- Steel, Judge, Ali-
gaoh. Thinks that English might be insisted on, and that Court Inspectors should have an exact knowledge of the Laws of Evidence and the Criminal and Police Laws generally. Considers that the examination for Police officers is not sufficient, while the Pleaders' and Mukhtars' Examination contains subjects not required. Opinion points to a special examination.
- Petre, Magistrate,
Aligarh. Would require a thorough knowledge of the Criminal Code and a fair knowledge of the law of evidence. Suggests the advisability of having a Manual of the Law of Evidence drawn up. Thinks the Act itself would be incomprehensible to a mind with no legal training.
- Neale, Commis-
sioner, Agra. Would have as prosecuting agency a Court Inspector and a Court Sub-Inspector, both on the same pay, and a Peshkár Head Constable on Rs. 25 in each full power Court. Before promotion to the Sub-Inspector's grade, would make all Peshkár Constables pass the Mukhtars' Examination.
- Finlay, Magistrate,
Agra. Would prescribe no legal or educational qualifications. Says Court Inspectors should always be picked men, and should get higher pay, which will stimulate them to work.
- Court, District Sup-
erintendent of
Police, Agra. Thinks Court Inspectors should all pass Pleaders' Examination. Many such could be obtained on Rs. 50 a month with hopes of promotion. Would fix Court Inspectors' pay at Rs. 100, rising by increments of Rs. 25 to 300 ; with 2nd grade Court Inspectors' at Rs. 50 and Rs. 70.
- O'Brien, Inspector,
Agra. For direct appointment would lay down Entrance and Pleaders' Examination. For members of the force the Pleaders' Examination only.
- Conybeare, Magis-
trate, Muttra. Might be required to pass the criminal portion of the Mukhtars' Examination.
- O'Dowda, District
Superintendent of
Police, Muttra. Would insist on Court Inspectors having a thorough knowledge of English and passing the Pleaders' or Mukhtars' Examination in Criminal Law. If these were done, would recommend their being employed in the Sessions, and District Government Pleaders done away with. Says the present District Government Pleaders are generally men who have no private practice, and care but little whether they win or lose their cases, so long as they get their fees.
- Rose, Magistrate,
Mainpuri. Would make all Court Inspectors pass the Pleaders' or Mukhtars' Examination, and would keep them as a separate body entirely for the prosecution of cases. The object to be attained is to secure a specially-trained body of men distinct in its training and duties from the ordinary Police force, although still a constituent portion of it.
- Alexander, Magis-
trate, Etawah. Attaches Rai Balmakund's opinion, which is that Court Inspectors should know English and have passed a strict examination in Criminal and Police Law and the Evidence Act. Himself proposes selected candidates and a competitive examination in Criminal Law. Would also attach a special allowance to passing the Pleaders' Examination.
- Harrison, Magis-
trate, Etah. Thinks all Court Inspectors should have passed the Mukhtars' or Pleaders' Examination before they are confirmed.
- Connell, Magistrate,
Bareilly. Should know at least as much law as Mukhtars. Doesn't know whether they could be expected to pass a formal examination.
- Felton Smith, Dis-
trict Superinten-
dent of Police,
Bareilly. Court Inspectors should have a good knowledge of English, and should have passed the Pleaders' Examination.
- Bullock, Magistrate,
Bijnor. Court Inspectors should know English and have passed the *Pleaders'* Examination. Would grade them separately, and pay them according to their acquirements.
- Holmes, Magistrate,
Moradabad. Would insist on Court Inspectors passing the Mukhtars' Examination.
- Thomas, District
Superintendent of
Police, Moradabad. Thinks it absolutely essential that Court Inspectors should pass the Mukhtars' or Pleaders' Examination as well as the departmental test. (*Gives extract from his Administration Report of 1888*).
- Howell, Judge, Shah-
jahanpur. The Court Inspectors ought to look after the Courts, maintain order, have the witnesses in readiness, &c. The legal business should be left to the Government Pleader or local Pleader as suggested in question 17.
- Macpherson, Magis-
trate, Filibhit. Mukhtars' Examination at least. Those who pass Pleaders' Examination to get higher pay. Present Court Inspectors to be allowed to go up and qualify.

They should know English, have been in charge of a first class station for at least two years, and should have passed either Mukhtars' or Pleaders' Examination : the latter for choice.

Gray, Magistrate, Allahabad.

All Court Inspectors should know English. In big stations it is absolutely necessary. Would also make all Court Inspectors pass a severe examination in law—certainly equal to the Pleaders'.

Sharpe, District Superintendent of Police, Allahabad.

Thinks the test should certainly be more than a mere departmental examination.

Wright, Magistrate, Cawnpore.

All Court Inspectors should be trained lawyers, and should have experience of Court work before being appointed Court Inspectors.

Hamblin, Magistrate, Cawnpore.

Thinks the Pleaders' and Mukhtars' Examination includes subjects not required, while the Police Officer's Examination does not include enough. Suggests special examination in Indian Penal Code, Criminal Procedure Code, Indian Evidence Act, Police Act, Police Regulations and Orders, Village and Road Police Acts.

Kitts, Judge, Jaunpur.

Should pass Pleaders' Examination and get better pay.

Adams, Commissioner, Benares.

Says all this depends on pay and position of Court Inspectors. Initially would demand no educational qualifications ; but would not confirm till a *stiff* departmental examination had been passed in Criminal Law, Procedure and Precedents.

White, Magistrate, Benares.

Would insist on the Pleader's qualification and a good knowledge of English. Would relieve the Court Inspector of much of his office work.

Crooke, Magistrate, Mirzapur.

Thinks Court Inspectors should know English, and should have passed the High Court Pleaders' Examination.

Luffman, District Superintendent of Police, Gorakhpur.

Select from ordinary Inspectors, give an extra allowance of Rs. 25 per mensem, and make them pass a special examination in Law and Procedure.

Wyer, Magistrate, Basti.

Thinks Court Inspectors should pass the examination for Police Officers.

Rustonji, Magistrate, Ballia.

Would make Court Inspectors pass the examination for Police Officers.

Bird, Deputy Commissioner, Jhansi.

Thinks Court Inspectors should pass the examination for Police Officers.

Bateman, Deputy Commissioner, Jaunpur.

Would add the Evidence Act to the examination for Court Inspectors and District Superintendents of Police. Has no objection to Court Inspectors being called on to pass the Mukhtars' or Pleaders' Examination. Thinks perhaps under the new system Pleaders might, for the sake of regular pay and future pension, be induced to enlist as Court Inspectors.

Currie, Commissioner, Sitapur.

Should qualify as Pleaders, and in English at least up to the Entrance Examination.

Pitcher, Deputy Commissioner, Hardoi.

Would require all Court Inspectors to pass the Pleaders' Examination.

Cowie, Deputy Commissioner, Kheri.

Should know English well, and should have passed the Mukhtars' Examination.

Ferrar, Commissioner, Fyzabad.

Would require them to pass the Pleaders' Examination and pay them well.

Gibson, Deputy Commissioner, Bahraich.

Thinks that Court Inspectors should, if retained at all, have to pass a special examination. This examination to be directed more especially to show their capability with reference to prosecutions, the preparation and arrangement of cases.

M. Samiullah, Judge, Rae-Bareilly.

Approves of the idea of making Court Inspectors pass a legal examination ; but thinks their pay should at the same time be raised above that of ordinary Inspectors, to induce them to study and pass.

Quin, Deputy Commissioner, Partabgarh.

Would make all Court Inspectors pass the Pleaders' Examination.

Tweedie, Deputy Inspector-General.

Would make all Court Inspectors pass the Pleaders' Examination and all Head Constables and Constables attached to Courts the Mukhtars' Examination. They should also have to pass the ordinary departmental examinations.

Ryves, Assistant Inspector-General, Railway Police.

All Court Inspectors should know English and have passed the Pleaders' Examination. Sub-Inspectors and Head Constables might qualify as Assistants by passing the Mukhtars' Examination. They should also be made to pass the ordinary departmental tests.

Berrill, Assistant Inspector-General, Special.

All Court Inspectors should know English, and should have passed the criminal portion of the Pleaders' Examination.

Sherer, Personal Assistant.

Question 19.—Do you think that G. O. No. $\frac{1300}{VI-395}$, dated 11th January, 1887 (passed under the provisions of Section 495, Criminal Procedure Code), laying down that prosecutions in Magistrates' Courts should not be conducted by any officer below the rank of Inspector, should be maintained; or should Sub-Inspectors who have passed the qualifying test, be allowed to enter the ranks of Court Inspectors, and to conduct prosecutions?

- Hoskins, District Superintendent of Police, Meerut. Would extend to qualified Sub-Inspectors, and would allow Court Inspectors to prosecute in Sessions Courts.
- Cantor, District Superintendent of Police, Saharanpur. Would allow duly qualified Sub-Inspectors to conduct prosecutions.
- Smith, Magistrate, Muzaffarnagar. Sees no objection if Government sees fit to legislate on so small a point.
- Steel, Judge, Aligarh. Thinks this might be allowed. Doesn't see why a Sub-Inspector should be disqualified merely as such if otherwise qualified. Says that as there is often a dearth of Inspectors in a district, the extension of this rule to Sub-Inspectors might often be useful.
- Petre, Magistrate, Aligarh. Would allow Sub-Inspector, or even officer of a lower grade, to prosecute if the Court Inspector cannot attend. Thinks all that is wanted is a thorough knowledge of the diary, so that the Court may not pass over matters noted in it, regarding which it is important to question each witness as he comes up.
- Nugent, Superintendent, Dehra-Dun. Doesn't see why Sub-Inspectors or even Head Constables should not be allowed to prosecute. Would have a good prosecuting officer in each Court, and abolish Court Inspectors altogether. Would make District Superintendents of Police do much of the Court Inspector's work: examine diaries, apply for remands necessary, and himself prosecute the charge.
- Neale, Commissioner, Agra. Yes; certainly. See answer to question 18.
- Finlay, Magistrate, Agra. Would have no qualifying test, but would have a prosecuting officer for each Court.
- Court, District Superintendent of Police, Agra. Thinks a qualified Sub-Inspector should be appointed as Assistant Court Inspector; but says even this would not be sufficient. Would therefore advocate the restoration of the words "and to prosecute up to final judgment" to Section 24, Act V of 1861, and the conferment of power of prosecution on all members of the force, except the officer who investigated the case.
- O'Brien, Inspector, Agra. Qualified Sub-Inspectors should be allowed to prosecute.
- Conybeare, Magistrate, Muttra. Would extend the power to all Sub-Inspectors of two years' standing or over.
- O'Dowda, District Superintendent of Police, Muttra. Qualified Sub-Inspectors should be allowed to prosecute in the absence or under the direction of the Court Inspector.
- Rose, Magistrate, Mainpuri. If my suggestion were adopted that the prosecuting agency in the Criminal Courts should be a special branch of the Police, it would follow that the Court Inspector and each of his subordinates would be empowered to conduct prosecutions in the Magisterial Courts. The Court Inspector should have a certain number of Assistants graded, and paid in accordance with their ability and experience. I would attach one officer to the Court of each Magistrate, exercising first class powers; but I would leave it to the discretion of the District Superintendent of Police to depute the Assistant Inspector of one Court to conduct the prosecution in another Court whenever he might consider it necessary; and there should be frequent changes between the various Courts. An Assistant Inspector might at any time be deputed to the Court of a Magistrate of the second or third class whenever the District Superintendent of Police might think it desirable that he should do so to conduct the prosecution of a particular case. The Court Inspector should exercise general supervision and control over the prosecution of cases in all Subordinate Courts, and he should personally conduct the prosecution in all important cases or whenever directed by the Magistrate or District Superintendent of Police to do so.

The object to be attained is to secure a specially trained body of men distinct in its training and duties from the ordinary Police force, although still a constituent portion of it.

Would form Court Inspectors into a separate special branch, and would allow any in that branch to conduct prosecutions. Alexander, Magistrate, Etawah.

Yes; would allow qualified Sub-Inspectors to prosecute. Harrison, Magistrate, Etah.

Doesn't think Sub-Inspectors would be of much good. Says Magistrate has to act as Counsel and Judge? Connell, Magistrate, Bareilly.

Qualified Sub-Inspectors should be allowed to prosecute, otherwise it will be impossible to keep up a reserve of officers fit at once to enter on the duties of Court Inspectors. Felton Smith, District Superintendent of Police, Bareilly.

Would enter qualified Sub-Inspectors as Assistant Court Inspectors. Two men are generally required in each district. Bullock, Magistrate, Bijnor.

Yes; certainly. Most of the present Court Inspectors are worn out, and younger men are required. Holmes, Magistrate, Moradabad.

Thinks the G. O. quoted ill advised. Would allow Sub-Inspectors and Head Constables to prosecute if qualified. Thomas, District Superintendent of Police, Moradabad.

No Inspector or Sub-Inspector should prosecute any but the simplest cases, if those. Howell, Judge, Shahjahanpur.

Would not allow any one under the rank of Inspector to prosecute. Macpherson, Magistrate, Pilibhit.

Sub-Inspectors who have passed a qualifying test in English should be deputed to prosecute in less important cases, provided they have taken no part in the investigation into such cases. The Court Inspector cannot look after all the cases in a heavy criminal district. *In Bengal this duty is made over to Head Constables as occasion arises*; but does not think that any one below the rank of Sub-Inspector should be entrusted with prosecutions. Gray, Magistrate, Allahabad.

Yes; certainly. Any qualified District Superintendent of Police should be allowed to prosecute, and District Superintendent of Police should be able, with Magistrate's sanction, to depute any qualified Sub-Inspector to take up any special cases. Sharpe, District Superintendent of Police, Allahabad.

Would extend to qualified Sub-Inspectors but not below. Wright, Magistrate, Cawnpore.

Says it is immaterial what you call a prosecuting officer, provided he is qualified for the rank. Has already made proposals for having some cases prosecuted by Head Constables, in answers to questions 3 and 4, Part III, where he suggests cases being divided into (1) very important, (2) important, and (3) unimportant—(1) and (2) being prosecuted by Court Inspector and his Assistant, (3) by Head Constables in Courts. Hamblin, Magistrate, Cawnpore.

Suggests that qualified Sub-Inspectors should be appointed Assistant Inspectors, one or two to each district, according to requirements. District Superintendent of Police to decide what cases require prosecuting. Kitts, Judge, Jaunpur.

Would extend to Sub-Inspectors. Adams, Commissioner, Benares.

Says in most cases a good Magistrate is Prosecutor for the Crown, Counsel for the defence, and Judge—all in one. The rising generation of Magistrates cannot understand this Oriental anomaly, and the average Deputy Commissioner will not, either from ignorance or timidity, even make a good Magistrate. If Government thinks that the tendency of the age cannot be resisted, then we must at once have Assistant Court Inspectors in each Court. These must, *ex necessitate rei*, be Head Constables. To these he would give extra allowance of from Rs. 10 to 20. White, Magistrate, Benares.

The only rule that is necessary is that officers who have engaged in the investigation of a case should not conduct the prosecution. I would not insist on any qualification of rank for a Court Inspector other than having passed the Pleaders' Examination and knowing English well. Crooke, Magistrate, Mirzapur.

Thinks the G. O. in question should be cancelled, and Head Constables attached to Courts allowed to prosecute. Does not think a mukhtar has half the status of a Head Constable on Rs. 25. Luffman, District Superintendent of Police, Gorakhpur.

Qualified Sub-Inspectors are necessary, as the Court Inspector cannot be in several Courts at once. Wyer, Magistrate, Basti.

Would allow qualified Sub-Inspectors to conduct cases. Rustonji, Magistrate, Ballia.

Bird, Deputy Commissioner, Jhansi.

I see no reason why Sub-Inspectors, who have passed the qualifying test, should not be allowed to enter the rank of Court Inspectors.

On this subject I venture to go beyond answering the questions, and to suggest that it is almost more important that the Peshi Constables or Head Constables attached to the various Courts should be men, not only of a fair amount of intelligence, but also of some experience in Court work. I understand that at present only Constables can be appointed in the Courts of Pargana Officers, and that they have to be changed after a year. The consequence is that there is a constant succession of inexperienced men, who are unable to master the contents of the *roznámchás*, and whenever asked a question have to go stumbling through pages of a *roznámchá* before replying. It is at all times a trial to a Magistrate to go through the very diffuse *roznámchás* which Investigating Officers consider it necessary to write; but when the reader is a bad one, the difficulty of the task is much increased. I fear that in consequence this important part of a Magistrate's work is much neglected. A Court Inspector can at the most only prosecute in important cases; whereas the incapacity of a Peshi Constable causes delay in all cases, and possibly miscarriage of justice in some.

Bateman, Deputy Commissioner, Jalaun.

Would allow qualified Sub-Inspectors to conduct cases.

Currie, Commissioner, Sitapur.

Do. do. do.

Cowie, Deputy Commissioner, Hardoi.

Do. do. do.

Ferrar, Commissioner, Fyzabad.

Thinks Sub-Inspectors duly qualified should certainly be allowed to prosecute, as Court Inspectors cannot be in several places at once, nor can he go into camp.

Gibson, Deputy Commissioner, Bahraich.

Would allow no one under the rank of Inspector to conduct prosecutions.

Quin, Deputy Commissioner, Partabgarh.

Yes; would extend to duly qualified Sub-Inspectors.

Tweedie, Deputy Inspector-General.

Sees no objection to qualified Sub-Inspectors being allowed to conduct prosecutions. Says that in large districts such as Lucknow, Allahabad, Agra, Cawnpore, &c., the Court Inspector should have at least two assistants.

Ryves, Assistant Inspector-General, Railway Police.

(1). *Section 392.*—A Police Officer not below the rank of Assistant District Superintendent of Police can be appointed to prosecute in the Court of Sessions.

(2). *Section 495 as amended by Section 13, Act X of 1886.*—Any Magistrate may *permit* the prosecution to be conducted by a Police Officer of the rank prescribed by the Local Government. Under G.O. No. $\frac{1300}{VI-395}$, dated 11th July, 1887, the Local Government has directed that the rank of the Police Officer shall not be below that of an Inspector.

(3). *Section 495 as amended by Section 13, Act X of 1886.*—An Officer of Police shall not be permitted to conduct the prosecution if he has taken any part in the investigation of the case to be prosecuted.

The effect of the law is even an Inspector cannot appear by right of his rank, but can prosecute only by permission of the Court.

The Court Inspector cannot appear and prosecute in the Court of Sessions.

When Magistrates are on tour in the district the Court Inspector is unable to go out.

There is no one competent to conduct the prosecution in a case *challaned* by the Police.

These are grave defects, I think, that should be remedied. I would suggest—

(1). That the Court Inspector, by right of his rank and position, be allowed to prosecute in any Magistrate's Court and in the Court of Sessions. It is a very great drawback, and detrimental to the proper prosecution of cases, the Court Inspector not being allowed to carry on the prosecution in the Judge's Court. He conducts the prosecution in the lower Court up to committal of the case, and thoroughly understands the witnesses and facts that have been proved, and at this critical point the case is taken out of his hands and placed in the hands of a man who knows nothing about the matter, and has little time to study the facts.

(2). That officers of the rank of Sub-Inspectors be allowed to prosecute in all first class Magistrates' Courts and lower Courts.

(3). That Head Constables be permitted to prosecute in second and third class Magistrates' Courts.

(4). That Constables be permitted to prosecute in Tahsildars', Honorary Magistrates' and Courts of Benches of Magistrates holding third class powers.

Would employ Sub-Inspectors and Head Constables if duly qualified. Doesn't see why a Head Constable on Rs. 25 should not conduct a prosecution as well as make an investigation. Would hold the Court Inspector responsible, and let the subordinates conduct prosecutions under his instructions.

Berrill, Assistant Inspector-General, Special.

Would allow qualified Sub-Inspectors to prosecute. Thinks one or two qualified men in each district would be a great assistance to the Court Inspectors, and would be gaining experience.

Sherer, Personal Assistant.

Question 20.—Would you recommend any alteration in the strength of the Municipal Police, or the substitution of regular Police for Chaukidars to any extent, or in any of the Municipalities in your district? If so, submit definite proposals, giving your reasons for any change you may suggest

Question 21.—To what caste do your Municipal Chaukidars chiefly belong, and, on the whole, do you consider them a fairly satisfactory body?

Question 22.—Is the proportion of Municipal Jemadars to Chaukidars fixed on any definite scale, and would you suggest any alteration?

Question 23.—Is the present scale of pay for Municipal Jemadars and Chaukidars sufficient? Should there, in your opinion, be any alteration in the grade and pay of either or both?

Question 24.—Is any provision made in the Municipal Budget for rewards to Jemadars or Chaukidars doing good service? If not, do you think some such provision should be made?

Question 25.—Are quarters provided for your Municipal Police? If so, of what kind and by whom? Can you suggest any improvement in this respect?

Strength sufficient. Castes—Sheikhs, Pathans, Syeds, Brahmins and Rajputs. Satisfactory, smart and well able to take their places in the regular Police. Pay too low to attract good recruits from other districts. Proportion of Jemadars to Chaukidars on no fixed scale: fifteen Chaukidars to 1 Jemadar is the utmost limit. Present pay—Jemadar, Rs. 7 to 14; Chaukidar, Rs. 4 to 6. Recommends Jemadars, Rs. 6 to 15; Chaukidars, Rs. 5 to 7. Budget provision for rewards should be made and quarters should be provided. Quarters are already provided in Meerut district.

Hoskins, District Superintendent of Police, Meerut.

Has no proposals to make. Considers them a fairly satisfactory body. Thinks the proportion of Jemadars to Chaukidars should be 1 to 10. Considers the pay insufficient. Would give Jemadars not less than Rs. 10, and Chaukidars Rs. 5 and 6. Thinks that rewards should be given, and says that quarters are provided.

Cantor, District Superintendent of Police, Saharanpur.

Thinks that for watch and ward a Chaukidar is preferable to a Constable, as the latter is apt to be above his work. Has proposed to substitute Chaukidars for Constables. At present there are 246 men for watch and ward: Mahomedans 126, Brahmins 42, Thakurs 24, other castes 54. They are a fairly satisfactory body. There are no Jemadars in Koel. Head Constables are employed. In Hathras there are 6 Jemadars to 75 Chaukidars; in Atrowli 1 to 22, and in Sikandra-Rao 1 to 24. Thinks the proportion should be not less than 1 to 15. The pay of Chaukidars is Rs. 4 and 5; Jemadars, Rs. 6 and 8. Would pay Jemadars Rs. 7; Chaukidars Rs. 5 all round. Provision for rewards is made, and quarters are provided.

Petre, Magistrate, Aligarh.

Half Mahomedans, half Brahmins, &c. Pay, Rs. 8 and 5. No proportion of Chaukidars to Jemadars. No rewards. Quarters are provided.

Nugent, Superintendent, Dehra-Dun.

- Finlay, Magistrate, Agra. No change needed. Would fix pay at—Jemadars, Rs. 8 to 10; Chaukidars, Rs. 4 to 5 net. Rewards are freely given, and quarters are provided.
- Court, District Superintendent of Police, Agra. No alteration necessary. A fairly satisfactory body. Mahomedans preponderate, but their numbers are being reduced. Bhangis are excluded. There should be 1 Jemadar to 10 Chaukidars. Scale of pay insufficient. No Jemadar should get less than Rs. 8, and Chaukidars should get Rs. 4 and 5. There is no difficulty in getting rewards. Quarters are generally provided; if not, they should be.
- O'Brien, Inspector, Agra. As above.
- Conybeare, Magistrate, Muttra. This is a question of finance. Prefers Constables to Chaukidars, but doesn't see where the funds are to come from for the change. The pay has recently been raised and is now sufficient. The Chaukidars should be rewarded, but doesn't think the Board should have any voice in the awards. Sufficient quarters are already provided.
- O'Dowda, District Superintendent of Police, Muttra. Thinks there should be 25 extra Constables paid by Municipality in Muttra, and 3 extra Jemadars in Brindaban; and would also debit the Municipality of Muttra with a portion of the investigating staff. Castes, chiefly Brahmins and Mahomedans—a fairly satisfactory body. The proportion of Jemadars to Chaukidars is not fixed. It should be 1 to 10. The present pay is sufficient. Rewards are paid from the budget grant. Municipality should be called on to pay them. Quarters are provided, but want enlarging.
- Rose, Magistrate, Mainpuri. Strength sufficient. Prefers Chaukidars for municipal purposes, for which he considers them better fitted. Also says expenses of regular Police would be prohibitive in some Municipalities. Thinks recruits for the Police should sometimes be taken from the Municipal Police Force. The Chaukidars are a fairly satisfactory body. The proportion is 1 Jemadar to 13 Chaukidars; might stand at that. Pay not sufficient, but the Municipality cannot afford to pay more. The Board cannot, in the present financial condition, make any provision for rewards. Quarters are provided and maintained.
- Alexander, Magistrate, Etawah. Force recently raised from 3 Jemadars and 48 Chaukidars to 4 Jemadars and 68 Chaukidars. Says for 40,000 population 100 Chaukidars required, as night patrolling should be by two Chaukidars together. Does not recommend the substitution of regular Police; but thinks deserving Chaukidars should be promoted to regular force. Pay of Chaukidars, Rs. 4, 5 and 6, fair. Castes—mixed. Body, fairly satisfactory. The proportion of Jemadars is 1 to 17. Should be 2 to 17 or even 15. More supervision required. Would double the Jemadars, and look for supervision to the regular Police. Rewards should be provided. They could easily be met from savings under other heads. Quarters provided, but other accommodation necessary.
- Harrison, Magistrate, Etah. Present Municipal Police vary from 1 to 400 to 1 to 600 on population by last census. It may be necessary to increase the number when the result of the present census is known. Would *not* substitute regular Police. Thinks Chaukidars do well enough for watch and ward. The chief castes are Mahomedans, then Thakurs, Dhanuks, Bhangis, Brahmins, &c. They are fairly satisfactory. Has in fact been astonished at the good work they have sometimes done in arresting thieves, &c. The present proportion of Jemadars to Chaukidars is 1 to 20. The present pay is—Jemadars, Rs. 6-8 to 8; Chaukidars, Rs. 3, 3-8 and 4. As they have to pay 8 annas per mensem for clothing, would fix no Chaukidar's pay at less than Rs. 4-8. Provision for rewards should be made. At present there is none. Quarters are provided, but the accommodation is insufficient.
- Connell, Magistrate, Bareilly. Municipal Police and regular Police are the same in Bareilly.
- Felton Smith, District Superintendent of Police, Bareilly. Would *not* have regular Police in a town, but would, where possible, substitute Head Constables for Duffadars or Jemadars. Says the Chaukidars are mostly Mahomedans, and are an unsatisfactory lot. Thinks one Jemadar should be enough to look after 12 Chaukidars. Thinks the pay is sufficient if the Chaukidars are kept in the town in which they reside. Rewards should be provided for. Quarters are given.

Says the Municipal Chaukidars in Bijnor are chiefly low caste Mahomedans, sufficient in numbers, but deficient in cohesion and discipline. Considers the present proportion of 2 Jemadars to 15 Chaukidars is sufficient. Would not increase the pay, but would provide quarters, and thinks they should have a superior officer to look after their drill.

Bullock, Magistrate,
Bijnor.

Sees no necessity to substitute Constables for Chaukidars, but would raise pay and make the force a stepping-stone for the Police. Says this has been done with marked success in Moradabad. Would give Jemadars Rs. 8 and 9, and Chaukidars Rs. 6, and would have 1 Jemadar to 12 Chaukidars. Says quarters are provided, and thinks budget provision for repairs should be made. Considers present force fairly sufficient and satisfactory, but would increase the numbers in Sambhal.

Holmes, Magistrate,
Moradabad.

Is strongly in favor of the substitution of regular Police for Chaukidars, and thinks the numerical strength of Municipal Police should be increased. The force consists of 112 Mahomedans, 140 Hindus of all castes. Low castes have been gradually eliminated. The men are now well drilled and disciplined; and a better class of men has been obtained by making the force a stepping-stone to the regular Police. Would discard the name of Chaukidar. The proportion of Jemadar is 1 to 22. It should be 1 to 8. Pay should be raised to—Chaukidars, Rs. 5, 6 and 7; Jemadars, Rs. 10, 15 and 20. Quarters are provided, but no rewards. These should be liberally given, as the men are so poorly paid. If this is not done, and the men better paid, it is impossible to get recruits.

Thomas, District
Superintendent of
Police, Morad-
abad.

Prefers regular Police. At all events pay should be the same. Present Municipal Chaukidars chiefly low castes. Will not be satisfactory until paid so as to secure a better class. One Jemadar to each outpost is sufficient. Provision for rewards should be made, and quarters provided.

Macpherson, Magis-
trate, Pilibhit.

Says the present staff of Municipal Police in Allahabad is 12 Jemadars and 154 Chaukidars to a population of 150,000. Would raise to 18 Jemadars and 200 Chaukidars. The present pay is—Jemadars, Rs. 6 to 10; Chaukidars, Rs. 4 to 5. Would raise pay of Chaukidars to Rs. 5 and 6. The force is chiefly composed of Mahomedans and Hindus of the lower classes. They are an unsatisfactory and a dissatisfied body of men. Thinks 1 Jemadar to 12 Chaukidars is a fair proportion. Thinks rewards should be given, but would advocate better pay rather than a system of rewards. There are twelve Chowkis, eight specially built for the Police, and four hired houses. The Municipality pays for the repairs. The quarters should all be provided by the Municipality.

Gray, Magistrate,
Allahabad.

Says force very inadequate. Would increase from 12 and 154 to 16 and 205. Pay too low. Present: Jemadars, Rs. 6 to 10; Chaukidars, Rs. 3-8 and 4. Proposes: Jemadars, Rs. 8 to 15; Chaukidars, Rs. 5 and 6. The force is composed chiefly of Mahomedans and Brahmins, and is an utterly unsatisfactory body. Rewards should be budgetted for, and better quarters should be provided.

Sharpe, District
Superintendent of
Police, Allahabad.

Considers that the only way to get a good class of men as Municipal (Act XX) and Rural Chaukidars is to give them hopes of being promoted into the regular Police, and getting good rewards for acknowledged good services. Thinks much might be done to improve these forces in this way.

Wright, Magistrate,
Cawnpore.

The force is recruited chiefly from among the lower castes, and is an unsatisfactory body. Proportion of Jemadars on no fixed scale. No provision made for rewards. This should be done. Quarters are provided, but the accommodation is generally insufficient.

Hamblin, Magistrate,
Cawnpore.

All regular Police in Benares Municipality. The Board pay Rs. 30,600 annually to Government. There are some few Village Chaukidars within municipal limits who are utilised by the regular Police, and made to do their work as much as possible.

White, Magistrate,
Benares.

Would suggest no change. Thinks the Mirzapur Town Chaukidars seem a fairly good body, and better than the regular City Police, who are a very poor lot indeed. They are mostly Mahomedans of the city class. There is no particular proportion between Jemadars and Chaukidars. Thinks the Jemadars might be strengthened, as the city is a troublesome one. The Jemadars get Rs. 7 and 10; the Chaukidars, Rs. 4, 4-8 and 5. Would abolish the Rs. 4 grade if funds permit. There should be a provision for rewards and also quarters, neither of which are provided.

Crooke, Magistrate,
Mirzapur.

Luffman, District
Superintendent of
Police, Gorakhpur.

Thinks the numerical strength should be increased, but would not substitute Constables. The present body is, so far as they go, satisfactory. They are chiefly Brahmins, Ahirs, Pathans, Sheikhs and Chuttris. There is a Jemadar to every 20 Chaukidars. There should be 1 to every 10. Would raise the pay from Rs. 4 and 4-8 to Rs. 4-8 and 5. Would have provision made for rewards, and enlarge the present quarters.

Wyer, Magistrate,
Basti.

No Municipality in Basti.

Rustomji, Magistrate,
Ballia.

No change in numbers required. The men are chiefly Mahomedans, and are a fairly satisfactory body. The proportion of Jemadars to Chaukidars is 1 to 11, and requires no alteration. The pay is—Jemadars, Rs. 6 and 8; Chaukidars, Rs. 4-8 and 5-8, which is ample. Rewards are given when necessary, but there is no budget provision. Ample quarters are provided.

Bird, Deputy Com-
missioner, Jhansi.

Says the Municipalities of Jhansi could not afford to pay for regular Police, and is doubtful whether they would benefit if they could. The force consists of Musalmans, Brahmins and Kanjars, and is capable of improvement. Thinks the pay should be—Jemadars, Rs. 8; Chaukidars, Rs. 4-8. Would have 1 Jemadar to 8 to 12 Chaukidars. Thinks there should be budget provision for rewards, and that quarters should be provided.

Bateman, Deputy
Commissioner,
Jalaun.

Would not recommend any change in the strength of the Municipal Police, nor the substitution of Constables for Chaukidars. The chief castes are Mahomedans, Brahmins, Thakurs, Ahirs and Kanjars. The last-named caste is being weeded out. They are a fairly satisfactory body. The proportion of Jemadars to Chaukidars is as near as possible 1 to 15, and is sufficient. The present pay is—Jemadars, Rs. 7 and 8; Chaukidars, Rs. 4 and 5. Would raise to—Jemadars, Rs. 8 and 10; Chaukidars, Rs. 5 and 6. Provision for rewards should be made and quarters provided. At present the men who have houses live in them, and those who have not live in the thana.

Cowie, Deputy Com-
missioner, Kheri.

Would raise the strength of the force slightly so as to bring the number of inhabited houses per Chaukidar down from 130 and 140 in the two municipal towns to 105 and 114 respectively. Most of the Chaukidars are Arabs, Pasis and low class Mahomedans. On the whole, they are as good a body of men as can be got at the price. Thinks 1 Jemadar to 15 Chaukidars sufficient. The pay is fairly sufficient, but the Jemadar should get Rs. 8. There is no provision for rewards. This should be made. There are also no quarters, and in such small Municipalities none seem necessary.

Gibson, Deputy Com-
missioner, Bah-
raich.

Would substitute regular Police for Chaukidars. Says the Municipal Police in Bahraich are an unsatisfactory body. They are chiefly Mahomedans of low caste and under-paid. Thinks there should be one Jemadar and one Head Constable to 25 Chaukidars. Would pay the Jemadar Rs. 15, the Head Constable Rs. 10. The Chaukidar should get Rs. 5 and 6, and be transferable from one Municipality to another. Thinks provision for rewards should be made. Quarters are provided.

Barrow, Deputy
Commissioner,
Gonda.

Does not approve of substituting regular Police for Chaukidars in small municipal towns; but thinks, in Gonda at all events, that the number of Chaukidars should be increased and their pay raised. The present Chaukidars are of all castes. There are no Jemadars. Thinks 1 to every 12 Chaukidars would be sufficient. Would pay Jemadars Rs. 10; Chaukidars, Rs. 5. Present pay, Rs. 4, too low. Provision should be made for rewards. Quarters are provided. They will be improved as funds are available.

Quin, Deputy Com-
missioner, Partab-
garh.

Municipal Chaukidars, chiefly Pasis, do their work well. Does not advocate raising pay, as a rupee a month extra would not, in his opinion, attract better men. Considers that liberal rewards should be given where cases are worked out successfully with the assistance of Chaukidars. Says that where funds are available, budget provision should be made for rewards. Adds that no quarters are provided for Chaukidars in Bela as the Municipality is too poor.

Would have regular Police instead of Chaukidars in all Municipalities (quarter Lucknow). Says the present Municipal Police are a very unsatisfactory body. Would call them "Municipal Constables," as the better classes object to be called "Chaukidars." Would occasionally recruit into regular Police from Municipal Constabulary. Would have one Jemadar or Head Constable to every six men. Says Jemadars should get Rs. 10, 15 and 20, the same pay as Head Constables; and Chaukidars or Constables, Rs. 6 and 7. Municipalities must pay if they want a good force. Provision for rewards should be made, and quarters should be provided.

Tweedie, Deputy
Inspector-General.

Question 26.—To what castes do the Act XX Police in your district chiefly belong; and do you consider them a fairly satisfactory body?

Question 27.—Under Clause 2, Section 33, Act XX of 1856, the proportion of Jemadars to Chaukidars in Act XX Towns is laid down as one Jemadar to 15 Chaukidars. Do you consider this a fair proportion, or would you suggest any alteration?

Question 28.—Is the present scale of pay prescribed for Jemadars and Chaukidars in the Act XX Towns of your district sufficient? Have you any alterations to suggest, either in the grades or pay of your Act XX Police?

Question 29.—Are quarters provided for the Town Police in the Act XX Towns in your district? Can you suggest any improvement in this respect?

Question 30.—Do the Act XX Police in any Act XX Town in your district exercise any powers, either in the direction of controlling the slaughter of cattle or prevention of nuisances, other than those conferred on them by law? (See Section 52, Act XX of 1856).

Chief castes, Sheikhs, Pathans, Syeds, Brahmins and Rajputs, as good a body of men as the Municipal Police. Strength sufficient. Jemadars one to 7 Chaukidars. The scale of pay should be raised. It is now—Jemadars, Rs. 6 to 10; Chaukidars, Rs. 4 to 6. It should be—Jemadars, Rs. 10 to 12; Chaukidars Rs. 5, 6 and 7. Barracks are provided. Town Police do not control slaughter-houses. The only action they take in connection with sanitation is to report nuisances at the Police Station.

Hoskins, District
Superintendent of
Police, Meerut.

A fairly satisfactory body. No castes predominating. 68 Hindus and 70 Mahomedans. No alterations suggested, except that there should be 1 Jemadar to 10 Chaukidars. Would give Jemadars Rs. 8; Chaukidars Rs. 4 and 5. Quarters provided in 3 out of 13 Act XX Towns. Should be provided in all. The Act XX Police exercise no powers with regard to controlling slaughter-houses, and only the ordinary powers regarding nuisances.

Cantor, District
Superintendent of
Police, Saharan-
pur.

Number quite sufficient. Pay as low as Rs. 2 and 3 for Chaukidars. Would fix Jemadars Rs. 7, Chaukidars Rs. 4 all round. Quarters are provided in some towns, not in others. Does not see the necessity for providing them. The towns are, many of them, merely large villages, and the Chaukidars should be treated as ordinary village Chaukidars.

Petre, Magistrate,
Aligarh.

Half Mahomedans, half Hindus of various castes. They exercise no illegal powers. No quarters. Should be supplied.

Nugent, Superinten-
dent, Dehra-Dun.

Mahomedans chiefly—fairly satisfactory. One Jemadar to 10 Chaukidars. Pay too low. Should be—Jemadars Rs. 8 to 10; Chaukidars, Rs. 5 net. No quarters provided: this should be done. No illegal powers exercised.

Finlay, Magistrate,
Agra.

Mahomedans chiefly—fairly satisfactory. The number of Mahomedans should be reduced. There should be 1 Jemadar to 10 Chaukidars. Pay insufficient. Should be—Jemadars, Rs. 8; Chaukidars, Rs. 4 to 5. Quarters not provided. Should be. Chaukidars have powers under Section 34, Act V of 1861, under which they are enrolled.

Court, District
Superintendent of
Police, Agra.

As above.

O'Brien, Inspector,
Agra.

Pay sufficient. No alterations required at present. Special quarters are provided, and no illegal powers are exercised.

Conybeare, Magis-
trate, Muttra.

- O'Dowda, District Superintendent of Police, Muttra. Caste chiefly Brahmins and Mahomedans. A fairly satisfactory body. There should be 1 Jemadar to every 10 Chaukidars. The pay is sufficient. Quarters are provided, and no illegal powers are exercised.
- Rose, Magistrate, Mainpuri. Chiefly Dhanuks and Mahomedans. The low type of Mahomedan so often found as a Chaukidar in Municipalities and Towns should be got rid of. There should always be a Jemadar; but if the body of Chaukidars is large, 1 Jemadar to 15 Chaukidars is sufficient. The pay is not sufficient to attract really good men. The Town Chaukidar is little below the Village, and until Village Watchman's pay is increased, Towns and Municipalities cannot be expected to increase the pay of their Chaukidars. Funds permitting, would like to see the pay fixed at—Chaukidars, Rs. 5 to 6; Jemadars, Rs. 8 to 10. Quarters provided. Illegal powers were exercised, but have been put a stop to.
- Alexander, Magistrate, Etawah. Mahomedans and Brahmins chiefly. Fairly satisfactory. Quality of work dependent on Jemadars and supervision of Police—better than it used to be. The proportion of Jemadars should be increased to 2 in 15. Advocates transfer of Pound Funds to Act XX Towns in which situate, to enable adequate increase in Town Police to be made. At present no funds available. Present pay, Rs. 4, 5 and 6 for Chaukidars and Rs. 8 for Jemadars—being uniform with Municipalities, enables transfers to be made, if necessary. Quarters provided in most Towns. No illegal power exercised.
- Harrison, Magistrate, Etah. Most of the Act XX Police are Mahomedans. They are a fairly satisfactory body, considering the small pay, Rs. 3-8 per mensem, they get. Considers 1 Jemadar to 15 Chaukidars is quite sufficient. The present pay is—Jemadars, Rs. 5 and 6; Chaukidars, Rs. 3-8. Would assimilate pay to that in Municipalities, and give Jemadars Rs. 7 and 8, Chaukidars Rs. 4-8. Doesn't think quarters for Act XX Police are a necessity. Says they are seldom provided. No illegal powers exercised.
- Connell, Magistrate, Bareilly. Unsatisfactory; bad in physique and low in caste. Pay sufficient. Quarters not provided, nor are there funds.
- Felton Smith, District Superintendent of Police, Bareilly. Mostly Khatiks and Mahomedans; an inefficient body. Pay fair if men not moved from their residences. Quarters of some sort are provided. No illegal powers exercised.
- Bullock, Magistrate, Bijnor. Chiefly low caste Mahomedans—fairly satisfactory. Rs. 4 per mensem pay sufficient, but thinks quarters should be provided if funds available. Considers present rule, regarding proportion of Jemadars to Chaukidars, should be maintained.
- Holmes, Magistrate, Moradabad. Out of 114 no less than 56 are Mahomedans. Difficult to get men of good classes on such low pay. The proportion should be 1 Jemadar to 12—not more. Present pay—Jemadars, Rs. 6 to 8; Chaukidars, Rs. 4-8. Should be Rs. 7 to 8, and 5. Quarters are provided and are suitable. Section 34 has been extended to Hassanpur and Thakurdwara, but in no other towns do the Chaukidars exercise any control in the direction indicated.
- Thomas, District Superintendent of Police, Moradabad. Generally Mahomedans, Brahmins and Gujars. Pay too small and number too few. Efforts are being made to improve the force, but until District Superintendents of Police cease to entertain the refuse of towns, and men of a low Masalchi type, things will never better themselves, and the pay is too small to attract good men. The proportion of Jemadars should be 1 to 8. The pay is inadequate. Quarters are provided, but are inadequate and badly repaired. Suggests that the men in small Act XX Towns should be allowed to house themselves like village Chaukidars. Thinks Section 34, Act V, 1861, should be introduced into all Act XX Towns.
- Macpherson, Magistrate, Pilibhit. Chiefly low castes and unsatisfactory. Proportion fair. Would pay them the same as regular Police. No quarters provided, and no illegal powers exercised.
- Gray, Magistrate, Allahabad. Mahomedans, Thakurs and Brahmins chiefly. Work fairly well. There should be 1 Jemadar to 10 Chaukidars. Present pay is Rs. 8 and 6 for Jemadars, Rs. 4 and 3-8 for Chaukidars. Thinks Jemadars' pay fair, but would give no Chaukidar less than Rs. 5. Quarters are provided. No illegal powers are exercised.

Castes as above. Thinks there should be one Jemadar in each Town, and that if the number of Chaukidars exceeds 15, there should be two. Considers the pay insufficient. It is at present Rs. 3-8 and 4. Should be raised to Rs. 5 and 6, and Jemadar's pay from Rs. 6 and 8 to Rs. 8 and 10. Quarters are provided, but, owing to insufficient funds, are generally very bad. No illegal powers exercised. Section 34, Act V of 1861 in force in Phulpur.

Sharpe, District Superintendent of Police, Allahabad.

Chiefly low castes and unsatisfactory. Quarters not provided. Should be. No illegal powers exercised.

Hamblin, Magistrate, Cawnpore.

Eight Jemadars, 94 Chaukidars, chiefly Mahomedans, Kanjars and Ahirs. Unsatisfactory—a poor needy lot. The scum of the lowest class of the urban population. Pay insufficient, being only Rs. 4 for Chaukidars. Jemadars get Rs. 6, 8 and 10. Suggests as pay—Jemadars, Rs. 8; Chaukidars, Rs. 5 and 6. All Town Police should have quarters. They exercise no illegal powers.

Holmes, Magistrate, Hamirpur.

Men of all castes and fairly satisfactory; but thinks they are not well treated by District Superintendents of Police, who work them as regular Police, and move them about for trifling faults, not seeing that they are intended to be residents of the towns in which they are employed. Thinks the proportion of 1 Jemadar to 15 Chaukidars is fair. Present pay sufficient if the men are not moved about. If they are to be treated as regular Police, they had better be abolished. Says, usually, no quarters are provided, and thinks there is no necessity for them. Adds that the Act XX Police exercise no powers beyond those legally conferred on them.

White, Magistrate, Benares.

Mahomedans and Brahmins chiefly—the former a poor lot. Present pay is—Jemadars, Rs. 7; Chaukidars, Rs. 3-8 to 4. Should like to see the pay of Chaukidars raised to Rs. 4 or even Rs. 5, but the funds are low and the taxation is resented. There are no quarters, and no funds are available for the purpose. The Chaukidars exercise neither of the powers mentioned in question 30.

Crooke, Magistrate, Mirzapur.

Chiefly Pathans and Brahmins. Not so satisfactory in the Municipal Police. All small towns, nowhere more than 14 Chaukidars. One or two extra Duffadars are required. Present pay—Chaukidars, Rs. 3 and 3-8; Duffadars Rs. 5. Would raise to—Chaukidars, Rs. 4 and 4-8; Duffadars Rs. 5-8 and 6. Quarters should be provided; there are none at present. No illegal powers exercised.

Luffman, District Superintendent of Police, Gorakhpur.

The Town Chaukidars seem a fairly satisfactory body. They are of various castes. The proportion of Jemadars to Chaukidars is fair, and the pay sufficient. Quarters are provided in Basti itself and should be elsewhere. No powers are exercised in the direction indicated.

Wyer, Magistrate, Basti.

Eight Act XX Towns. Staff: 2 Jemadars and 86 Chaukidars. The Jemadars are only in Rasra and Turtipur. The Jemadars are Mahomedans, and the Chaukidars are chiefly of the same class. There are also a fair number of Dusadhs and Ahirs. They are a fairly satisfactory body. The proportion of 1 Jemadar to 15 Chaukidars is fair. The present scale of pay is sufficient. Quarters are provided in some Towns and will shortly be constructed in all. No powers are exercised in the direction indicated in question 30.

Rustomji, Magistrate, Ballia.

Chiefly Mahomedans and Kanjars; no better than village Chaukidars; no town with more than 9 Chaukidars and no Jemadars. Present pay, Rs. 3-8. Number should be reduced, and pay raised to Rs. 4-8. No funds to provide quarters.

Bird, Deputy Commissioner, Jhansi.

Musalmans, Brahmins, Thakurs, Ahirs and Kanjars chiefly. On account of the low pay Hindus of low caste predominate. They are not a satisfactory body. The proportion of 1 Jemadar to 15 Chaukidars is fair. Pay insufficient. Jemadars get only Rs. 5 and Chaukidars Rs. 3-8. Quarters are provided in most Towns; they should be built everywhere. The only powers they exercise in the direction indicated is that of bringing cattle intended for slaughter to the Police Station to show they are neither diseased nor stolen.

Bateman, Deputy Commissioner, Jalaun.

- Cowie, Deputy Commissioner, Kheri. The castes are the same as among the Municipal Police. As good a body as can be got for the price. There are two Towns with 7 and 9 Chaukidars respectively : in each there is a Jemadar. Of the 16 Chaukidars 7 are paid in cash at Rs. 4, and 9 get jagirs, which are insufficient. The Town Funds do not admit of any change. Does not think quarters are necessary. No powers are exercised in the direction indicated in question 30.
- Gibson, Deputy Commissioner, Bahraich. There are no Act XX Towns in Bahraich.
- Barrow, Deputy Commissioner, Gonda. The Act XX Police are chiefly Mahomedans, Brahmins and Pasis. They are not a satisfactory body, but the pay is too low to attract good men. Quarters are provided in some towns, but not in all ; nor is it necessary when the number of Chaukidars is small.
- Quin, Deputy Commissioner, Partabgarh. Pasis chiefly—fairly satisfactory. Proportion of Jemadars to Chaukidars fair. Would not raise pay, but reward liberally for good work. No quarters provided. No illegal powers exercised.
- Tweedie, Deputy Inspector-General. Mostly low, town-bred Mahomedans. A most unsatisfactory body. There should be 1 Jemadar to from 6 to 8 Chaukidars. Would abolish the terms Jemadar and Chaukidar, and call them Head Constables and Constables, and raise the pay accordingly, Head Constables, Rs. 10, 15, and 20 ; Constables, Rs. 6 and 7. Thinks quarters are necessary in large towns but not in small.

Question 31.—Can you suggest any improvement in the present system of nomination and appointment of Village Chaukidars, as prescribed by Sections 3—6, North-Western Provinces' Act XVI of 1873, and Sections 29—32, Oudh Act, XVIII of 1876 ?

Question 32.—Under the present system do you consider that the Chaukidar is under the influence of the Zemindár in respect to the exercise of his duties, and is that influence beneficial or the reverse ?

- Hoskins, District Superintendent of Police, Meerut. Thinks the system bad. Says, zemindárs have too much influence. How that influence is worked depends on the zemindár. The pay of the Chaukidar is too small for him to live on, and he must get perquisites in the village. He is the zemindár's man, and is obliged to assist him either in villainy or by menial service. Instances a case of a Chaukidar giving false evidence to screen some dacoits who were relations of the zemindár. Says the only remedies are :—Take nominations out of the hands of zemindárs, put Chaukidars now under the control of the Civil Police, and give them sufficient pay to live on independently of cultivation.
- Cantor, District Superintendent of Police, Saharanpur. Deprive zemindár of the power of nomination. The system is not beneficial, and the power too often abused. Increase the pay of the Chaukidars, and make them independent of the zemindár. At present the Chaukidar is practically the zemindár's servant, and can do nothing without his orders.
- Petre, Magistrate, Aligarh. Thinks the Magistrate should inform the zemindár beforehand what castes will be rejected. If this is not done and the zemindár's nominee is rejected on account of his caste, the zemindár is at once driven into opposition. The Chaukidar is certainly under the influence of the zemindár or his agent. It depends upon the zemindár's character whether that influence is beneficial or the reverse.
- Neale, Commissioner, Agra. There can be no improvement unless the force is better paid, but the expense of this step is prohibitive.
- Finlay, Magistrate, Agra. The Chaukidar is undoubtedly very much under the influence of the zemindár, and this influence is beneficial or the reverse according to the character of the zemindár. Taking the circumstances of the country into consideration, I cannot devise a system under which the Chaukidar will not be under the thumb, more or less, of the zemindár. The latter is (in round figures) always present. The Thanadar, not to speak of the Tahsildar or Magistrate, is miles away. The zemindár can ruin the Chaukidar any day he likes, by getting up a false case or two against him. The Chaukidar

can only, in very rare cases, do anything against the zemindár, and he knows that if he attacks the zemindár and fails, he is a lost man. These remarks do not apply so much to villages where the proprietors are numerous, and nearly all of equal influence and wealth. There the Chaukidar has rather a worse position, for he is bound to take a side in a quarrel, of which now-a-days there is generally no lack, and he must incur the enmity of one party, who will compass his ruin if they can.

No question is asked as to the Village Chaukidar's pay; but I have to add that I consider it also far too low. It might not be less than Rs. 5 per mensem clear, and I think it might be wise to revert to the system of allowing a Chaukidar to hold a certain amount of land. This ties him to the village, and makes him dread the losing his post. I would, of course, have the land go with the office. It is true it may place him somewhat more under the authority of the zemindár; but he is now so much under his authority that I doubt if the holding of half-a-dozen bighas would be of appreciable effect in that way. It may also be said that if he tills all day, he cannot go his rounds in the night. In practice, I think, it would be found he would get a brother or a cousin to do the tillage for the most part, and, as a matter of practice, it is very doubtful if the Chaukidar does go his rounds nightly. The result would, I hope, be that the post would be a very much more valuable one, and we would get a better class of men for it, and have a much greater hold over them as they would have much more to lose.

I would also suggest that they be not required to go to the Police Station twice or even once a week to report the *khair salah*. This is quite an useless performance. The Police should arrange to inspect nearly every village in the circle once a month, and see for themselves that the Chaukidar is there. He has to come once a month to the station for his pay, and this should be quite enough when he has nothing special to report. Moreover, when it gets known in the village that if the Chaukidar absents himself he will be punished if he is reported, there will usually be two or three people who bear him a grudge, and will inform the Police. The weekly or bi-weekly going to the thana has no good result that I can see.

Recommends no alteration in the system of nomination. Considers that the Chaukidar is generally under the zemindár's influence, and that his influence is not beneficial. Would exclude Sweepers, Khatiks and other menial classes. Would also punish men for carrying reports to the zemindár.

Court, District
Superintendent of
Police, Agra.

Would have the Chaukidar appointed by the District Superintendent on the recommendation of the visiting Inspector. Says the Chaukidars are completely under the zemindár's thumb. Instances a case in which, in a village of 500 individuals, not a single crime had been reported for thirty years. The zemindár settled the petty crime.

O'Brien, Inspector,
Agra.

Would keep the nomination in the hands of Government, as village watchmen could then be more easily transferred. The present system places them under an objectionable obligation to the zemindárs, even if they do not always consider themselves the zemindár's servants.

Conybeare, Magis-
trate, Muttra.

Considers the present system very prejudicial. Says, the Chaukidar is always the zemindár's servant. Would vest the nomination in the Station Officer under District Superintendent of Police's direction, and would raise the pay of the Chaukidar and stop his cultivating in the village.

O'Dowda, District
Superintendent of
Police, Muttra.

The law is not acted up to as it is. I think that when a chowkidarship becomes vacant, a notice should be issued by the Magistrate or District Superintendent of Police, calling upon the zemindárs to make a nomination within fifteen days under Section 4. It would be a good thing to have a nomination form printed and attached to the notice, which would give all the necessary information to ensure that the nomination had been properly made. That, however, is a detail into which I need not now enter. I am not in favor of doing away either with the nomination by the zemindárs or their responsibility. No District Superintendent of Police is sufficiently well acquainted with villages to be able to make a direct nomination himself. He has to rely upon the Station Officer, who puts in a creature of his own, and is paid for it. Again, no Chaukidar can very well live on the pay he receives from Government. He is not supposed to cultivate, but he

Rose, Magistrate,
Mainpuri.

does; and I see no reason why he should not. His occupation of land ensures his presence in the village, and to a certain extent it ensures his respectability. It is true that the Chaukidar becomes more or less, by his nomination and his occupation of land, a dependant upon the zemindárs; but my opinion is that the responsibilities of zemindárs in respect of Police and crime should be increased rather than diminished. Zemindárs are not all bad. They do not all harbour criminals and encourage crime. They are not all indifferent to the condition of their village in respect of murders, burglaries and thefts. Of course, the Police Officer, who has failed in his investigation, has many hard things to say of the zemindárs. Not only, however, is it to their interest to suppress crime, but in by far the great majority of instances it is their desire that crime should be suppressed, and they will aid in its suppression. The law, as it stands, gives power to the Magistrate to reject an unsatisfactory candidate for the post of Chaukidar, and I do not think that any change is desirable.

Alexander, Magistrate, Etawah.

Would make all nominations through District Superintendent of Police, and exclude zemindárs altogether. Would have Chaukidars graded and liable to transfer. Says this need not entail much extra expense. Would keep each Chowkidar at Head-Quarters for six months' training on enlistment.

Most decidedly, and, as a rule, the influence is not beneficial. To begin with, many zemindárs sell the appointment, and the Chaukidar starts in debt to pay for it; and then the zemindár is either non-resident, in which case he often does not exercise influence except through his karindas, who use it to strengthen their own authority; or if he is resident, he is usually an uneducated man engaged in many disputes, and he expects the Chaukidar to take his side in them. Sometimes he is actually a receiver of stolen property, or a man who takes contributions from professional thieves; and, of course, in such cases he nominates a man who will not inform against him or his friends. I think the really good and influential zemindárs would continue to use their influence on the side of law and order, just the same if they did not appoint the Chaukidar, whilst there would be obvious advantage in taking away the power to nominate from those who misuse their influence. Further, I do not see why, as a mark of confidence, the power of nomination might not be conferred on zemindárs of the first-class as a personal privilege; the principle being—still being—that the right to nominate and appoint rested with the Government.

Harrison, Magistrate, Etah.

The present system works fairly well—at least I have not heard of any complaints against it or suggestion for its improvement. Of course, the Chaukidar is supposed to be a creature of the zemindár; but unless the latter is a *badmash* himself, I cannot see that it very much matters. By whomsoever appointed, the Chaukidar must necessarily be under the influence of the zemindár, as the latter has it always in his power to cut off the contribution made by the tenants to him at each harvest. The influence is beneficial or otherwise, according as the zemindár is a respectable man or the contrary.

Connell, Magistrate, Bareilly.

Thinks no alteration possible, but District Superintendent of Police should see that zemindár's private servants are not appointed, and Dhanuks, Khatiks and Bhangis are rejected, unless the father or relative has been shown to have done good work; the zemindár having the nomination, has also the control over the Chaukidar, whose work is therefore largely dependent on the character and position of the zemindár.

Felton Smith, District Superintendent of Police, Bareilly.

Can only suggest that the zemindárs should be compelled to nominate suitable men.

Bullock, Magistrate, Bijnor.

Thinks the zemindár's right of nomination should be retained. Is of opinion that the Chaukidar is under the zemindár's influence, and that it depends on the zemindár's character how this is worked; but considers that, on the whole, the system works fairly well, and that with better Thanadars we should get better results.

Holmes, Magistrate, Moradabad.

Doesn't think the present system good, but cannot suggest a better. Thinks the Chaukidar is under the influence of the zemindár, and would have a rough time of it if he discharged him. Whether such influence is beneficial or not, depends on the zemindár's character.

Would amend the Act in two points—(1) so as to allow no zemindár to nominate unless allowed to do so by Magistrate and District Superintendent of Police; (2) so as to recognise District Superintendent of Police's position regarding the force. Thinks the zemindár's influence is most pernicious, and the whole arrangement bad.

Thomas, District Superintendent of Police, Moradabad.

Would do away with nomination by zemindárs altogether. Suggests no alternative. Says, zemindárs in his district usually try to screen offenders, and that the Chaukidar is the zemindár's servant.

Macpherson, Magistrate, Pilibhit.

No; the system is right enough. It is the people of the country who themselves prevent the thing working properly. The Chaukidar is, and always must be, under the influence of the zemindár, whose influence must naturally be paramount in the village. As a rule, the influence is *not* beneficial; but whether it is or not, depends much on the relations between the zemindár and Thanadar.

Sharpe, District Superintendent of Police, Allahabad.

Considers the system of nomination cannot be altered; but advises the splitting up of the force into small circles, presided over by Jemadars on Rs. 5 per mensem, and the promotion of the more deserving members of the Rural Police force through jemadarships into the regular Police. Thinks the Chaukidar is decidedly under the influence of the zemindár; but does not think his efficiency is thereby impaired.

Wright, Magistrate, Cawnpore.

Considers that Chaukidars should be appointed direct by District Magistrate, either on nomination by the Police or on his own selection. Remarks that the Chaukidar is really an adjunct of the Police force. Has nothing to do with the revenue system, and, above all things, should not be placed in a position to become, or to consider himself, the servant or tool of a lambardar or influential zemindár.

Kitts, Judge, Jaunpur.

Cannot suggest any improvement in the system of nomination.

White, Magistrate, Benares.

It all depends on the history of the village, the constitution of the village, the character of the zemindár, &c. The question is too general a question. The general answer is that the Chaukidar looks to the hand that pays him; the *subordination of the Rural Chaukidar to the local Police Officer is sufficient*, and the Rural Chaukidars, when *cleverly and kindly handled, are a most efficient auxiliary to the regular force*. In fact, without them the regular Police can do nothing: with them everything. An enormous number of zemindárs in Benares are non-residents, and consequently have little influence over the Chaukidar. On the whole, it is better that the Chaukidar should look on the Thanadar as his master than on the zemindár, where there is one. The Benares zemindár very, very rarely gives the Police any assistance.

The present system seems to work satisfactorily in this district, and I see no grounds for suggesting its amendment. I have asked Mr. Bower, who has had a good deal of Oudh experience, and his remarks are worth quoting:—

Crooke, Magistrate, Mirzapur.

I have not had much experience of Chaukidars in the domains; but from what I have seen, both here and elsewhere, I am certainly of opinion that Chaukidars generally are far too much under the influence of the zemindárs. My experience has been chiefly in Oudh, and there, at least, I know that no case of any importance is reported to the Police until the zemindár or his karinda is consulted, and only then (unless the matter is one likely to become public) with the landlord's consent. The landlord practically directs the Chaukidar whom he is to report, or what he is to report, and many cases are thus squared *if* the accused happens to be an employé or favourite of the zemindár. In the domains the Maharaja is practically responsible for the appointment of Chaukidars, though in *manzuri*, or under-proprietary villages, the *manzuridars* are sometimes consulted. In the *na-manzuri*, or *khalsa* villages, they are at the beck and call of the Maharaja or his officials, and are too often looked on as personal servants to the detriment of public interests. In the *manzuri* villages they are perhaps not so much under the control of the *manzuridars* as they are of the Maharaja in *khalsa* villages; but still the under-proprietors can exercise a strong influence for good or evil; and I am afraid more often for the latter. As regards their system of appointment, I consider the present one is radically wrong. In Oudh Government is, I believe, more or less pledged to allowing the zemindárs to retain their present powers of nomination; but here, at least

in the North-Western Provinces, I see no reason why the system should not be changed. On appointment each Chaukidar has, as a rule, I believe, to pay a *nazar* to the zemindár or karinda, which he cannot afford honestly, and were the present system stopped in time, at least this custom would die out. Again, the present system tends to keep the Chaukidaris in the hands of men radically unfit for the post, such as Pasis and other low castes ; and in Oudh, at least in many districts, it is impossible to get the zemindárs to nominate any one else through fear of the Pasis, who only run in their enemies, and who are often the greatest thieves themselves. I would allow in future District Superintendent of Police to appoint all Chaukidars, subject to the Magistrate's control ; and I would absolutely veto, if possible, the zemindár's right of interference in nomination, appointment or dismissal, except in so far as he would be entitled to resist the appointment, or apply for dismissal, of any particular person (just as I or the District Magistrate might if private individuals) on the ground of his being a bad character or some other sufficient reason.

Luffman, District Superintendent of Police, Gorakhpur. Considers the system of nomination by zemindár bad. Would have all nominations made by District Superintendent of Police. Says the zemindár's influence is disastrous to Police work.

Wyer, Magistrate, Basti. Nominations by zemindárs is practically a dead-letter. All appointments are made by Thanadars. In any case, no Chaukidar, who is not a *persona grata* to the Thanadar, has any chance of being appointed. Would abolish nomination by zemindár, and have Chaukidars appointed by District Superintendent of Police, subject to the Magistrate's approval. As a rule, the Chaukidar is much more in fear of the Thanadar than the zemindár, except when the zemindár is very powerful and stands well with the Magistrate.

Rustomji, Magistrate, Ballia. Considers it better, from an administrative point of view, that the zemindár should have nothing to say to the nomination of the Chaukidar. The zemindár's influence is decidedly detrimental to the well-being of the people and the criminal administration of the district. Chaukidars, under the present system, are the zemindár's servants, and act according to their wishes and advice. Would place the right of appointment in the hands of the District Superintendent of Police, subject to the Magistrate's approval.

Bird, Deputy Commissioner, Jhansi. Approves of the present system. Says, Thanadar should always be able, if any good, to counteract the zemindár's influence, and considers, whether the influence of the zemindár is good or bad, depends altogether on the character of the zemindár.

Bateman, Deputy Commissioner, Jalaun. Sees no reason for changing the present rules. Thinks it impossible that the Chaukidar should, under any circumstances, be anything but under the zemindár's influence ; but says that influence is less often applied to defeating the ends of justice in Jalaun than it is in many other districts.

Currie, Commissioner, Sitapur. Thinks the present rule too cumbrous. Would issue notice to zemindárs, and if they did not appoint within a week, would let Magistrate appoint. Obviously the Chaukidar must be a local man.

I do think the Chaukidar is under the influence of the zemindár, and that this influence is the reverse of beneficial.

Chaukidars are the backbone of our system for tracing out heinous crime and detecting criminals. On their efficiency and co-operation the whole of our Police work mainly depends. For this body to be made proper use of, it is essential that the men be well organised, regularly paid, and under the direct control of the district authorities. The question of a sufficient number of adequately-paid Chaukidars is more a question of provincial criminal administration than one of purely watch-and-ward, to be left to the discretion of landlords. The defects in the present Oudh system are fatal, and until removed, we may spend time and money in trying to patch them up, but cannot permanently improve a system so faulty in itself ; and this I make bold to say is the opinion of the large majority of Oudh Officers, Magisterial and Police, from the late Inspector-General and the present Inspector-General down to the Assistant Magistrates and Inspectors of Police. In his report for 1885, Mr. Hobart wrote, comparing the North-Western Provinces system with the Oudh system, "of the comparative efficiency of the North-Western Provinces system and its superiority, I have no doubt, Mr. Webster had no doubt, and the Deputy Inspector-Generals,

present and past, have and had no doubts. All officers, without exception, who have served in both Provinces, unite in extolling the North-Western Provinces system. I would, therefore, suggest the advisability of substituting this system, once and for all, for the present one. The method is simple." There is nothing in the Kabuliyats to prevent carrying out these reforms in which the Local Government recorded "*that it for the most part agreed.*"—(See Inspector-General of Police's Annual Report for 1884, para. 71, page 39; for 1885, para. 29, page 29; for 1886, pages 28 and 29; and for 1887, page 33).

I have already expressed my own views on this subject in the correspondence marginally noted, further experience only confirms me in the correctness of these views; and I would again respectfully urge that, under the restrictions and limitations imposed, the results obtainable are incommensurate with the time and labour spent on periodical revisions. At present there are too many Chaukidars in Oudh. Efforts are being made to reduce their numbers. When the number actually necessary for all requisite purposes has been settled, Chaukidars should be graded in three grades—of Rs. 4, 3-8 and 3 per mensem, so as to give men the incentive of promotion to persevere. The whole body should be under the control of the District Magistrate and the District Superintendent of Police, and paid monthly at their respective thana Head-Quarters through the Thanadar. Until effect is given to such a reform, improvements admittedly desirable must be delayed *ad infinitum*. Chaukidars should be made Government servants at 6 per cent cess collected. This cess, to be made over to the Inspector-General of Police, to be distributed under his orders according to district requirements. The surplus from the higher-assessed districts would make up for the requirements of the lighter-assessed *tarai* Districts, like Bahraich and Kheri. As to the arguments issued in Government Order No. 55, dated 4th November, 1879, regarding the Kabuliyat agreement, it is a notorious fact that, generally speaking, Chaukidars have not in the past been adequately paid. The failure on the parts of the landlords to fulfil their portion of the contract has been the cause of infinite mischief. The using of the Chaukidars as private *hissadars* and collectors of rents, instead of letting them do their legitimate duties, has been detrimental to the proper detection of crime. One of the parties to the contract having systematically broken his part of the contract, why, under the circumstances, should the Government consider itself bound, to the detriment of the public good and the efficient Police administration of the Province, to the necessity of holding to its part of the contract?

The reform, I urge, may be retarded, but come in the end it must.

The law, as it stands for Oudh, works well enough and needs no alteration. What, however, would be needed, and that very strongly, is that the Police should be forced to obey the law, and be checked in their present endeavours to obtain the entire control and patronage over Chaukidars. It is neither fair, nor politic, nor possible to look for full support from zemindárs if the thana officials are allowed to set aside the zemindárs' nominees and appoint their own creatures. I discovered, not long ago, a thanadar appointing his son-in-law from a distant district as a Chaukidar.

Pitcher, Deputy Commissioner, Hardoi.

For years past the Police have been doing their best, and with great success in some districts, in wholly detaching the Chaukidar from the zemindár, and to my mind this is one of the causes which has led to deterioration in Police work, and the necessity for a Police commission.

Does not think any advantage is gained by giving the nomination to the zemindárs. Should let the Chaukidar be appointed by the District Superintendent of Police without reference to the zemindár. The zemindár's influence is generally prejudicial.

Cowie, Deputy Commissioner, Kheri.

Says the Chaukidar is the zemindár's servant. Thinks the influence acts both ways, but adds that it could not be removed unless the whole system were radically changed by some drastic treatment, for which neither the country nor the zemindárs are prepared.

Ferrar, Commissioner, Fyzabad.

Gilson, Deputy
Commissioner,
Bahraich.

Can suggest no alteration. Thinks the Chaukidar is rather appointed to defy the zemindár than be under his influence. The nature of the influence depends on the character of the zemindár.

Quin, Deputy Com-
missioner, Partab-
garh.

For my part I would have the nomination and appointment rest entirely with the Deputy Commissioner and District Superintendent of Police. I cannot see what object is gained by allowing the landlord to have a voice in the matter beyond objecting to an appointment on good and reasonable grounds. At present the Chaukidar is little more than the creature of the zemindár in Oudh ; but no doubt the new system of cash payments, and the free introduction of the principle of the 6 per cent cess, will change matters somewhat. I think that there can be but little doubt that a general 6 per cent cess over the Province, with payments to Chaukidars monthly through District Superintendent of Police, would be by far the best plan ; but this, at present, seems out of the question.

Tweedie, Deputy In-
specter-General.

Would have all village watchmen nominated by the Village Punchayet, subject to confirmation by the District Magistrate and District Superintendent of Police. Does not advocate direct appointments. Is inclined to think that the zemindár's influence is beneficial, and would not sever his connection with the force. Adds that he does not know much about the North-Western Provinces, but has known instances in Oudh, where the zemindárs have given great help to the Police.

Ryves, Assistant In-
specter-General,
Railway Police.

I think this is one of the most important questions that has been asked. The present Rural Police system has been in force for very many years, and with my thirty years' experience of it I may safely say there has been no improvement whatever in any particular, excepting that the men are dressed more uniformly. The Chaukidars give no assistance in detection in village crimes, such as burglaries, cattle and ordinary thefts : occasionally here and there they arrest an outsider. I am confident that most of the Chaukidars could lay their hands on the perpetrators if they choose to do so ; they could give valuable information, but withhold it. The question is—Why is it that they do not assist the Police Officer ? I think the answer may be found in the fact that we are blindly carrying on the same system of allowing the nomination to rest with the zemindár : he gets his own men in, and these nearly all belong to the criminal classes. This power given to a dishonest zemindár—and there are many of them—is vast. Nine-tenths of the released convicts and bad characters under surveillance of the Police are of the same caste as the Chaukidars ; in fact, they are their fathers, brothers, cousins and relations by marriage. Can it possibly be expected that they will give information against these people ? The Rural Police should be the very backbone of the Police in the district. In fact, the Chaukidars, so to speak, should be the detectives in each village of the Station Officer.

The system of nomination by the zemindár was introduced when the zemindár, under the old laws, was held personally responsible for crime committed in his villages, and very properly he was allowed to nominate his own man to watch his village and give him information. All this is past ; the zemindár is no longer held responsible. Under Section 45 of the Code "every village headman, village watchman, village Police Officer, owner or occupier of land, &c.," is bound to give information of an offence ; and that is all the obligation now imposed ; and the mixing up of the village watchman and village Police Officer in the same category with the zemindár, lessens the obligation considerably. The excuse the zemindár always gives is, the village watchman is paid to do the work and is the more responsible. However that may be, zemindárs are very rarely called to account now : then why continue to have the right of nomination ? I would strongly urge that this right be taken away, and that in future all village Chaukidars be selected by and appointed by the District Superintendent through officers in charge of stations. It stands to reason that men nominated by the Station Officer are far more likely to give him information, and assist him in the detection of crime. I believe vast improvement would result from the change. Ask any of the old native Police Officers their honest opinion, and I think they will be found to be of the same opinion as myself.

Sherer, Personal
Assistant.

Would put the nomination in the hands of the District Superintendent of Police. Considers that the Chaukidar is entirely in the hands of the zemindár, and that he reports or conceals crime in accordance with the zemindár's wishes.

Question 33.—Can you instance any specific cases of systematic neglect of duty, infringement of rules, or other malpractices committed by members of the Rural Police Force? And if so, can you suggest any practicable remedies?

Instances of neglect of daily occurrence. The only practicable remedy is to make the Chaukidar feel he is not the zemindár's servant, and to punish and reward. Remarks on anomalous position of District Superintendent of Police with regard to Rural Police. All responsibility is on him, yet he cannot punish or reward without concurrence of Magistrate. Thinks this was not intended when Act XVI was framed. Says the principle is bad, and the system should be altered at once.

Cantor, District Superintendent of Police, Saharanpur.

Insolence and apathy are the chief failings of the Chaukidar. Though less active and intelligent, he is also less malignant and false than the Police. His failings are more negative than positive.

Neale, Commissioner, Agra.

No; but systematic neglect of duty is notorious. The remedy is better pay and more supervision by Station Officer.

Finlay, Magistrate, Agra.

The most useful and the worst paid man in the service. Cannot live on Rs. 3 per mensem. Must cultivate, and consequently cannot do his work. Hence constant punishments for neglect of duty. Would stop cultivation, and raise pay to Rs. 4 or 4-8 per mensem.

O'Brien, Inspector, Agra.

Instances absenting themselves without leave and concealing crime as among the failings of village watchmen.

Conybeare, Magistrate, Muttra.

Says Chaukidars seldom report any but heinous crimes without consulting the zemindár whose servants they are. Would take the right of nomination from the zemindár and vest it in the Police.

O'Dowda, District Superintendent of Police, Muttra.

Too many. The remedy is to raise the status of the force—

Alexander, Magistrate, Etawah.

1. By greater care in making appointments.
2. By giving better pay and better prospects to reward good work.
3. By closer supervision and more certain punishment of negligence and malpractices.

Thinks malpractices are much more common among the regular than among the Rural Police, as people will not so readily submit to oppression from Chaukidars as from the regular Police. Says the Chaukidar's great failing is neglect to report cases which the zemindárs wish to hush up. The practical remedy for this is to insist on Thanadars visiting their village regularly, and making inquiries as to cases which may have occurred.

Harrison, Magistrate, Etah.

Says they frequently neglect their duties; but doesn't see how they can be expected to patrol all night and every night. Notices that no rules have been issued under Section 14 (6).

Connell, Magistrate, Bareilly.

Carelessness in discharge of their duties with regard to registration of births and deaths and concealment of crime are their chief faults. The only remedy is to have more energetic and loyal Thanadars. The great fault in the Police is the apathy of the Station Officer.

Bullock, Magistrate, Bijnor.

Cannot call to mind any specific instance; but thinks that Chaukidars must—many of them—be guilty of systematic neglect of duty, as so many are dismissed. Considers District Superintendents of Police are too prone to dismiss these men.

Holmes, Magistrate, Moradabad.

Thousands of instances, too numerous to mention. Would take the appointments out of the hands of the zemindárs and place them entirely under the District Superintendent of Police; and raise the pay to Rs. 5, 6 and 8.

Thomas, District Superintendent of Police, Moradabad.

There are in Benares Chaukidars chiefly Bhurs. Bhurs treat Bhurs freely when properly directed. If left to themselves the claims of blood assert themselves. The remedies are—

White, Magistrate, Benares.

1. Trustworthy, energetic Thanadars.
2. A judicious and gradual introduction of other classes among Rural Police. District Superintendent of Police generally too hasty in this respect. A violent and sudden change would be extremely dangerous.

Sends Mr. Bower's (Superintendent, Domains) opinion. Says Chaukidars generally are far too much under the influence of the zemindár.

Crooke, Magistrate, Mirzapur.

Experience chiefly in Oudh, where no case is reported to the Police till the zemindár or his karinda has been consulted. Many cases are squared without going to the Police at all. Mr. Crooke says he has heard no complaints against the Chaukidars except with regard to birth and death registration, which is undoubtedly neglected.

Luffman, District Superintendent of Police, Gorakhpur. Says Chaukidars often fail to report, and even assist offenders to escape. Puts this all down to the zemindár's influence.

Wyer, Magistrate, Basti. Says the Rural Police do their duty with wonderful fidelity. All malpractices they are guilty of are due either to the influence of the zemindár or the Thanadar.

Rustomji, Magistrate, Ballia. Says the Chaukidars systematically conceal crime, and that it is very difficult to get evidence against them as the zemindárs back them up. The only remedy is to take the nomination out of the hands of the zemindárs.

Cowie, Deputy Commissioner, Kheri. Omission to report offences is the fault most generally brought to notice.

Gibson, Deputy Commissioner, Bahraich. Most Chaukidars belong to criminal classes, and are related to convicts. How can they be honest? A Chaukidar whose father or brother is a thief by profession, cannot possibly be honest. He is, *nolens volens*, a criminal accomplice. The remedy is obvious: change the caste, but this will involve raising the pay.

Quin, Deputy Commissioner, Partabgarh. Considers concealment of crime, due to influence of zemindars, the principal shortcoming. Holds that if zemindárs would act honestly the patriarchal system would not be without its advantages.

Tweedie, Deputy Inspector-General. Says such cases are more or less common. Bribery, neglect of duty in failing to report crime, and collusion with thieves and bad characters, are of constant occurrence in all districts.

Suggests that the appointment of Mehtars, Chamars, Dusadhs and the like should be prohibited; that every inducement should be held out for a better class of men to take service, and that the pay should be raised.

Ryves, Assistant Inspector-General, Railway Police. Out of the hundreds of cases of misconduct that have occurred, it is difficult to select a few. There have been cases of concealment of murder, systematic concealment of village crimes, false reports made in every shape. In one district—and I have no doubt it is so in others—the Pasi Chaukidars are bound by oath not to give any information that will lead to the injury of their tribe individually or as a body. The penalty imposed is a heavy fine and loss of caste. The remedies I would suggest are the breaking up of those cliques by the elimination of the criminal classes. Positive orders should be issued not to enlist them in future by placing the Chaukidars more under the power of the Police, that is, by giving the right of nomination to Station Officers, by altering the Act so that all punishments, rewards, appointments, &c., be placed in the hand of District Superintendent, under the general control of the Magistrate; in fact, making the Chaukidars a regular Police force under Police Officers. I would also advocate the appointment in all districts of Jemadars of Chaukidars somewhat similar to the system that prevails in Oudh. I say somewhat similar, as I think the Oudh rules could be improved upon: the status of the Jemadars would be enhanced by their being enrolled under Act V of 1861. I have noted the working of the system in five districts in Oudh, and have asked the opinion of the officers in charge of Oudh districts, and they are of my way of thinking that the system is a good one, and, worked properly, proves a considerable check on Chaukidars. On this subject I would suggest a perusal of Oudh Police Memo. No. 51, dated 2nd July, 1872.

Sherer, Personal Assistant. Such cases are of common occurrence; but if the Constable of the beat knows and does his duty, they could not possibly continue unchecked.

Question 34.—Do the Civil Police at stations (i. e., the Investigating and Detective Agency) and the Rural Police (i. e., the Reporting Agency) work well together? If not, can you assign any causes for their failure to do so; and can you suggest any practicable measures for securing a more cordial co-operation between the two forces?

Hoskins, District Superintendent of Police, Meerut. Yes; unless the zemindár's views differ from those of the Police, in which case the Chaukidar follows the zemindár. For remedies, see answer 31.

Fairly well ; but thinks it would be better if Chaukidars were put more under the control of the Police. District Superintendent has no power, and the Chaukidar being a dependent of the zemindár, looks to him for redress, if punished or dismissed. Admits that a good deal depends on the Station Officer, whether the Chaukidars do their duty or not.

Cantor, District Superintendent of Police, Saharanpur.

Fairly well. If not, it is the fault of the Police who wish to use the Chaukidars for ends of their own. With the improvements of the *morale* of the Police, Chaukidars will also improve.

Neale, Commissioner, Agra.

Fairly well, except when the Chaukidar is an ally of the culprit, or is squeezed by the zemindár.

Finlay, Magistrate, Agra.

Yes ; they work fairly well together.

O'Brien, Inspector, Agra.

No ; nor can they be expected to work well together till the Chaukidar is removed from the zemindár's influence, and his position bettered by increasing his pay.

O'Dowda, District Superintendent of Police, Muttra.

Thinks they do. If not, the fault lies more often with the Police than the Chaukidar. An efficient Station Officer can always secure the co-operation of his subordinates. Again, the same answer. The moral, intellectual and social status of the Police require improvement. A good superior makes his subordinates good.

Rose, Magistrate, Mainpuri.

The Chaukidar must be more detached from the zemindár and more identified with the Police force proper before they will really work well with it.

Alexander, Magistrate, Etawah.

Has heard no complaints of want of co-operation. Thinks Chaukidars are too much under the orders of the Police for any such cases to occur.

Harrison, Magistrate, Etah.

Says if the Chaukidars do not work properly, it is nearly always due to the Thana Police treating them improperly, either in the way of general bullying, or employing them on duties which they should not be employed on.

Felton Smith, District Superintendent of Police, Bareilly.

Says they work fairly well together, but considers that the Chaukidar cannot be seriously looked upon as an effective agency, whether for reporting or detecting. Calls the Chaukidar *an hereditary link between the thief and the cultivating classes, and considers his standard of intelligence far too low for our requirements.*

Bullock, Magistrate, Bijnor.

Yes ; so far as he knows, and from information of District Superintendent of Police, &c.

Holmes, Magistrate, Moradabad.

Attaches extracts from his Administration Reports (Cawnpore, 1886, and Moradabad, 1889, Q. V.)

Thomas, District Superintendent of Police, Moradabad.

Yes.

Macpherson, Magistrate, Pilibhit.

Given competent and energetic Station Officers backed by unbiassed Sub-Divisional Magistrates, the two forces would work well enough together.

Sharpe, District Superintendent of Police, Allahabad.

The only practicable result I can suggest is prompt degradation of the Thanadar who fails to manage his Rural Chaukidars ; and prompt bestowal of money-rewards on Rural Chaukidars who do good work, and are recommended by the Thanadar. To this I would add prompt punishment of any officer or man of the regular Police found employing Rural Chaukidars in a menial capacity. The system of dividing off the Rural Chaukidars into Duffadars, and appointing as Duffadar the most efficient Chaukidar of the duffa with a trifle of extra pay and some red stripes on his arm, has been found to work well in Oudh ; but the North-Western Provinces Superintendent seems to have an aversion to the system, the reasons for which I have been unable to ascertain. If a man objects to a system "on principle," it is useless to try and make him work it. In his hands it will not, of course, succeed.

White, Magistrate, Benares.

Does not think the Chaukidars impede the action of the Police ; they are fairly loyal to them ; but generally conceal petty crime, which may just as well be left to the people themselves.

Crooke, Magistrate, Mirzapur.

Says they work fairly well together, except when the zemindár has any interest in the case. The only remedy is to take the right of nomination away from the zemindár.

Luffman, District Superintendent of Police, Gorakhpur.

The Rural Police are well in hand, obey orders carefully, and do their best to assist the Civil Police.

Wyer, Magistrate, Basti.

Rustomji, Magistrate, Ballia.

They work well together.

Bateman, Deputy Commissioner, Jaunpur.

They work fairly well together.

Currie, Commissioner, Sitapur.

Would work better together if the Rural Police were better organised, adequately and regularly paid, and under the direct control of the district authorities, instead of being inadequately paid and under the direct control of the zemindár who holds the purse-strings. Instances a case of murder, in which the zemindár made the Chaukidar take an innocent man's name in the first report in order to save the real culprit, who was a relation of one of the zemindárs.

Pitcher, Deputy Commissioner, Hardoi.

Work well enough together as a rule.

Cowie, Deputy Commissioner, Kheri.

Thinks they usually work harmoniously.

Ferrar, Commissioner, Fyzabad.

Yes; generally, except when Chaukidars belong to the thieving classes.

Gibson, Deputy Commissioner, Bahraich.

Thinks they usually work harmoniously.

Quin, Deputy Commissioner, Partabgarh.

The two agencies work quite smoothly.

Tweedie, Deputy Inspector-General.

Thinks they work well together. The Chaukidars know that if they neglect their duty, it is always possible for the Thanadar to get rid of them.

Ryves, Assistant Inspector-General.

In my replies to the three preceding questions, I have stated my opinion on this subject and the remedies I would apply. The two forces do not work together as they ought to. I have not mentioned Road Chaukidars, I think, as they are now placed at road-posts at intervals of two or three miles, quite useless for the purpose of patrolling the roads: they are not properly housed either, and are seldom to be found living in their murhellás. The men who have comfortable quarters, and who can have their wives and families with them, do so. Robberies on the roads are generally committed close on or after sunset and early in the morning. At these times the patrolling should be vigorously conducted. The whole aim of Station Officers is to pass on brass-tokens or patrol tickets to the next station. I would advocate the concentration of the Road Chaukidars at posts half-way between stations, under a responsible Jemadar. The patrols from these posts should be sent out in each direction, and placed at intervals, and made to be constantly on the move at hours when it is most likely that offences will be committed. The rules should be carefully drawn up under the present system. Notwithstanding the 2,300 men employed, I think it will be seldom found that they have actually prevented offences being committed. Failing any alteration, I should say abolish the whole of the Road Chaukidars, and let the money go towards the pay of Jemadars and improvement of the Village Chaukidars.

Sherer, Personal Assistant.

This entirely depends on the Station Officer. If he deals fairly with the Chaukidars, they will give him assistance. If, on the other hand, he bullies them, levies blackmail on them, or takes to himself all the credit of the work done by them, they will soon combine against him, and the thana work will suffer.

Question 35.—From what castes do you consider that it is expedient to select Village Chaukidars; and from what castes, in what manner, and to what extent do you think that appointments should be restricted?

I give a caste return, showing the men who come forward for enlistment in the Meerut Rural Police :—

Hoskins, District
Superintendent of
Police, Meerut.

Mahomedans.			Hindus.		
1.	Sheikhs	.. 324	1.	Rajputs	.. 100
2.	Rajputs	.. 73	2.	Jats	.. 56
3.	Syeds	.. 59	3.	Tagas	.. 74
4.	Mahesras	.. 44	4.	Ahirs	.. 4
5.	Pathans	.. 38	5.	Julahas	.. 133
6.	Julahas	.. 137	6.	Kolis	.. 67
7.	Nilgars	.. 95	7.	Kahars	.. 51
8.	Darzis	.. 107	8.	Khatiks	.. 43
9.	Telis	.. 40	9.	Orhs	.. 40
10.	Nadafs	.. 32	10.	Gadariyas	.. 36
11.	Dhobis	.. 24	11.	Brahmins	.. 157
12.	Lohars	.. 15	12.	Goshains	.. 63
13.	Bhistis	.. 10	13.	Gujars	.. 157
14.	Fakirs	.. 93	14.	Bhangis	.. 141
15.	Mewatis	.. 63			
Total .. 1,154			Total .. 1,045		

I would restrict appointment of Mahomedans to Sheikhs, Rajputs, Syeds, Mahesras and Pathans, and of Hindus to Rajputs, Jats, Tagas and Ahirs; but it must be remembered that the pay offered is not calculated to draw the best men in the market.

When I took charge of this district, I found that the proportion which Fakirs, Mewatis, Goshains, Gujars and Bhangis bore to the other Chaukidars of the district was too large, and was not conducive to good work. I closed appointments to these castes. It will be observed they are gradually disappearing from the lists. I would most certainly prohibit the enlistment of Gujars and Mewatis in the northern districts, and the castes which take their places in the eastern districts. The Fakirs, Brahmins and Goshains are not much better than the Bhangis, who are worse than useless. I would also bar these four castes in addition to the Gujar and Mewati.

Before quitting this subject, I would beg to be pardoned for saying we have for years skimmed over this most important issue of the Police question to alight upon particulars and details which are less significant. The improvement of the condition of the Rural Police is one true basis of Police reform. Mr. Hobart, in his Annual Administration Report on the Police for the year 1885 (page 29), tells us, after years of experience, "that the Chaukidar of the village is the backbone of our Police system;" and adds: "this question is surrounded with difficulties, not the least of which is the financial difficulty." The improvement of the pay and prospects of the Constable is under consideration. I ask—Is the Constable as valuable a member of the Police as the Chaukidar? I say, reduce the number of Constables, improve the pay and prospects of Chaukidars, and, as Mr. Hobart says, "put them into closer union with our existing system," and we will have, with careful training, men fitted in every way to perform the duties of Constables, and take their places in cases of emergency, and, above all, we will have a force whose assistance in the detection of crime will be most valuable.

Would enlist all castes except criminal tribes and Brahmins, Banyas, Kayeths, Banghis, Kahars and low caste Mahomedans. No hard and fast rule. Would take local circumstances into consideration.

Cantor, District
Superintendent of
Police, Saharan-
pur.

Says this depends on local conditions. A Gujar, where the caste does not prevail, makes a very good Chaukidar; but it would be a direct encouragement to put him in where his caste-fellows abound and thrive by cattle-lifting.

Petre, Magistrate,
Aligarh.

Bhangis and Brahmins should be excluded; also Mewatis, Dhanuks and other semi-criminal tribes, unless the weight of District Superintendent of Police's evidence is in their favor.

Neale, Commis-
sioner, Agra.

Would exclude Sweepers, and would limit the age of Chaukidars.

Finlay, Magistrate,
Agra.

- O'Brien, Inspector, Agra. Would exclude Bhangis, Pasis and Chamars.
- O'Dowda, District Superintendent of Police, Muttra. Would weed out all Bhangis, Khatiks, and enlist from among the better castes—Jats, Thakurs, Rajputs, Brahmins, Mahomedans and Mewatis!!
- Rose, Magistrate, Mainpuri. This again is a very difficult question. In this district, and in many districts, the choice is in practise limited to one caste. It should certainly be otherwise; but before an answer can be given to this question, another question must be answered—What pay is the Village Chaukidar to receive? As the answer to that question is probably—the pay he receives now, the only suggestion I can make is that all restrictions, with reference to the holding of land or of any other occupation which does not directly interfere with the proper performance of his duties as a Chaukidar, be withdrawn. Let all Police Officers be strictly prohibited from employing a Chaukidar on any other duties than the duties he is legally liable to perform, and then let an attempt be made to get small zemindárs and respectable cultivators to fill the post. I do not, however, see whether anything can be done to improve matters on the present scale of pay. I should myself like to see the attempt made to introduce into Indian villages an office similar to that of the English Parish Constable in former times. The office is one peculiarly suitable to an Indian community, and it is more or less in consonance with native ideas. I would make it a yearly office and unpaid. I do not in the least intend that such an office should supersede the Village Chaukidar. The present Chaukidar would continue, but the official I refer to would occupy a higher stage; he would be the village representative responsible for the prevention and detection of offences,—the Officer with whom the Police would, in the first instance, communicate. It would be necessary to introduce various safeguards; but the office I have in mind is one of some authority and position. It would, however, require legislation to introduce such an office as this; but its introduction would bring home to the people their responsibilities in respect of crime to which they are now, and under the existing system must necessarily continue, for the most part, indifferent. I am fully aware of many objections to my proposal; but I have sketched it in the merest outline. The subject scarcely falls within the scope of the question to which I am giving a reply.
- Alexander, Magistrate, Etawah. Says it is all a matter of pay. With the present low pay the better classes will not enlist. Also thinks a certain proportion of low caste men will always be required to work the system. *Balmakund* says:—Bhangis, &c., have always been Chaukidars, and as the post is looked down upon, the better classes will not enlist. Criminal classes should be excluded.
- Harrison, Magistrate, Etah. Would not restrict further than to prohibit an excessive proportion of the lower classes, such as Bhangis, Khatiks, &c.
- Connell, Magistrate, Bareilly. Would reject the thieving classes under Sections 4—6 as far as possible, except where a deceased Chaukidar of those classes has done good work. Would also avoid menials, as the zemindárs and Police make them their servants.
- Felton Smith, District Superintendent of Police, Bareilly. Thinks it is a mistake to prohibit entirely the appointment of Bhangis. A percentage of the vacancies might still be filled by them until other classes have begun to look on the post of Chaukidar as not exclusively the birth-right of the Bhangi. Looks with fear on the time when, with Mahomedan Thanadars, the Chaukidars also will, for want of other classes, be mainly Mahomedans.
- Bullock, Magistrate, Bijnor. Would have no restriction as to castes. Thinks the high caste man, even if appointed, would pay the Bhangi, &c., to do his work. Does not consider such an old institution as the Village Chaukidar can be changed with advantage.
- Holmes, Magistrate, Moradabad. Says that much depends on the castes inhabiting particular villages. Would select, as far as possible, from among Thakurs, Jats, Brahmins and Mahomedans. Says there are too many Sweepers in his district, and that many of them have embraced Christianity to escape dismissal.
- Thomas, District Superintendent of Police, Moradabad. Would enlist only Thakurs, Jats, Brahmins, Aheriyas, Ahirs and Mahomedans. Would raise his pay, if possible, to Rs. 5. Would totally exclude Bhangis, Dhanuks, Chamars, Pasis and other low castes. Would insist on the men being treated better, and made to possess some self-respect. Would take all powers of nomination out of the hands of the zemindárs.

Would not get rid of Pasis, Dhanuks and Arakhs. Thinks a good Dhanuk better than an indifferent Thakur or Brahmin. Would have no caste restriction; and if deceased Chaukidar had done well, would appoint his heir if capable. Thinks this rule would keep Chaukidars straight.

Irwin, Magistrate,
Shahjahanpur.

Would exclude only criminal classes.

Macpherson, Magistrate,
Pilibhit.

The most respectable man obtainable should be appointed, and, as far as possible, the post should be kept out of the hands of the predominant class in the village.

Sharpe, District
Superintendent of
Police, Allahabad.

Thinks the low thieving classes we have now should be excluded and better men employed. The cost of raising the pay being prohibitive, this can only be done by giving the Chaukidars free rewards, and hopes of rising to become Jamadars and Constables.

Wright, Magistrate,
Cawnpore.

Considers that Chaukidars should be selected from those castes whose occupation is watch-and-ward (Pasis, Khumars, &c.), or village service (e.g., Dher, &c.) Thinks the best guarantee for the efficient discharge of their duties would be to make them directly dependent on the Police, and not the nominees of the zemindárs.

Kitts, Judge, Jaunpur.

Our Chaukidars here are all Bhars. To introduce a leaven of other castes is desirable, but it must be done very very gradually and with discretion. For instance, I would not refuse to confirm a son in a father's appointment simply because he was a Bhar; but if the father be dismissed for gross misbehaviour, then I would take the opportunity, if I could, of introducing a man of another caste—Ahir, Chhatttri, Pasi, &c. Almost every district varies in its circumstances.

White, Magistrate,
Benares.

Would recruit generally from the better cultivating classes. Would restrict enlistment in menial classes, such as Chamars, Bhangis, &c., and would entirely exclude Pasis, Bhars and other similar tribes of bad reputation.

Crooke, Magistrate,
Mirzapur.

Does not think Chamars, Pasis and Ahirs are all worthless, and would not entirely exclude them. Prefers the better classes, but does not think they could be got on the pay.

Luffman, District
Superintendent of
Police, Gorakhpur.

The present scale of pay practically forces the selection of Chaukidars from among the lower castes. Thinks no Rajput or Brahmin would accept the post, partly on account of the low pay and partly on account of the menial services exacted of him by the Civil Police when he visits the thana or they visit the village.

Wyer, Magistrate,
Basti.

Would not appoint Chamars, Ahirs, Doms or Dusadhs, nor any similar castes; but does not object to other castes.

Rustomji, Magistrate,
Ballia.

The principle of setting a thief to catch a thief may lead to abuses, but at the same time the most efficient Chaukidars are Pasis, Kanjars and other similar castes of bad repute. Chamars, Koris, &c., do not make good Chaukidars.

Bateman, Deputy
Commissioner,
Jalaun.

Says that from time immemorial Chaukidars have been Pasis by caste. Practically if you try to get rid of the Pasi, he will soon get rid of any caste you may try to put in. Herein lies the difficulty.

Currie, Commissioner,
Sitapur.

Is not prepared to recommend any restriction. The Pasi is a reputed thief; but he makes a better watchman and tracker than the low caste Mahomedan.

Cowie, Deputy
Commissioner,
Kheri.

Thinks the Chaukidars should be selected from some one of the honest classes living in the village.

Ferrar, Commissioner,
Fyzabad.

Rajputs, 50 per cent; Pasis, 25 per cent (if not related to a convicted thief); other castes, 25 per cent. Says Mahomedans cannot possibly live on the pay of a Chaukidar.

Gibson, Deputy
Commissioner,
Bahraich.

Considers that Pasis make the best Chaukidars. Says no other castes can equal them in hardihood and detective ability, their being of the predatory classes and "in the know" makes them invaluable as detectives. Says they are trying to introduce other castes, and time will show whether with success. Advocates free and punctually paid rewards, which he considers will overcome any inclination the Pasis may have to screen their relatives. Adds that it is a great thing to keep so many of these gentry quiet and contented.

Quin, Deputy Commissioner,
Partabgarh.

Tweedie, Deputy
Inspector-General.

Would select from the better and higher classes, such as Thakurs, Brahmins, Ahirs, Mahomedans, &c. The system of allowing Mehters, Chamars, Dusadhs, &c., to take service in the Rural Police has done infinite harm. The Chaukidar holds a much higher social position in Oudh than in the North-Western Provinces!

Ryves, Assistant
Inspector-General.

The criminal classes in a district are well known. These should be excluded. In some districts Pasis predominate; in others Domes; and so on. In these questions one important matter has not been touched, and that is, the private Chaukidars, kept to look after European houses, shops, &c., in Cantonments and Civil Stations. The large number of serious thefts that occur in Cantonments and Civil Stations are committed by, or at the instigation of these Chaukidars. They are mostly of the criminal classes. In Section 21 of Bengal Regulation of 1817, repealed by the present Chaukidari Act, these private Chaukidars were to a great extent under the control of the Station Darogah. I think an addition should be made in the Act to bring these Chaukidars under control, that is, no private Chaukidar should be allowed to serve without having obtained a license from the District Superintendent of Police. A small fine should be attached as a penalty to any householder or occupant employing a Chaukidar who is not in possession of a license; also a small fine if a Chaukidar takes service without obtaining one. A list of license-holders, serving in the Cantonments and Civil Stations, should be kept at the thana. The Chaukidars should be made to wear some sort of uniform and a badge, and should be made to report daily all occurrences, births, deaths, &c., the same as a village Chaukidar has to. Failing in any of these duties, the District Superintendent should have the power of withdrawing the license.

Sherer, Personal
Assistant.

Thinks Chaukidars should not be selected from among the aboriginal castes. All agricultural classes, such as Thakurs, Ahirs, Moraos, &c., should be employed in equal proportions. No caste should be allowed to predominate so as to avoid caste cliques.

Question 36.—Do you consider that the system of paying Village Police by jaghirs has worked satisfactorily or the reverse? Give reasons in support of your opinion?

Sharpe, District
Superintendent of
Police, Allahabad.

There are fifteen men in Allahabad paid under the Oudh system—men belonging to villages transferred from Partabgarh. These men complain every year and ask to have their jaghirs commuted. Gathers that the system does not work satisfactorily.

Adams, Commis-
sioner, Benares.

Very unsatisfactory. The Police have no real hold on men so paid.

White, Magistrate,
Benares.

Jaghir system generally bad. The Chaukidar will not attend to his duty.

Crooke, Magistrate,
Mirzapur.

I think it is an arrangement which might be continued in the very jungly tracts south of the Sone; but north of the Sone I would convert the Goraitis into Chaukidars. The present arrangement works badly. The jaghirs are, as a rule, insufficient, and the grain allowances are very irregularly paid. I hear constant complaints of this kind, and I am unable to find any authority for the realisation of these allowances if the landlord fail to pay them. If the present system continues we require a change in the law, authorising the Magistrate to assess the value of the allowance in cash, and realise it from the landlord as an arrear of revenue.

Luffman, District
Superintendent of
Police, Gorakhpur.

All Chaukidars are paid in cash. The Goraitis' jaghirs are so unremunerative that it is difficult to get any one to take up the work.

Currie, Commis-
sioner, Sitapur.

I have had no very recent experience as a District Officer; but from past experience I consider that the system of paying Chaukidars by *jaghir* is the very worst that could possibly be conceived; for instead of looking after watch and ward, the detection of criminals, and the public interest at large, the Chaukidar is ploughing, sowing, cutting or harvesting, or otherwise attending to the nearer interests of his holding; and if he is working at his field all day, how can he be expected to patrol at night? It may be urged that the Chaukidar does or can obtain the help of a relative in his cultivation. If so, then this diminishes the value of *an already scanty*

jaghir; for oftener than not the result of payment by *jaghir* means that the Chaukidar does not get the best quality of land for his holding but the reverse. The difficulty under the new Rent Act (which has given all tenants certain statutory privileges) of ousting a tenant to give better lands as *jaghir* to a Chaukidar is immense; and if you desire to dismiss a Chaukidar, there is first the difficulty of ousting him, then of providing another "*jaghir*," hence bad Chaukidars of necessity become a permanence; and the knowledge of these difficulties and drawbacks in the way of their being got rid of does not tend to make the Chaukidar more efficient or zealous. *It is highly advisable that the Chaukidar be a paid servant, dependent not on a scanty jaghir and a bad landlord paymaster, but the Head of the District Police, for his pay, prompt punishment in case of faults, and immediate dismissal if necessary.* The *jaghir* system in Oudh has brought about the custom, or rather abuse, of an excessive number of men living nominally on small unremunerative *jaghirs*, but really *on the people*: these men are Chaukidars only in name, but "*hissadars*" or landlords' private rent-collecting bailiffs in fact. *Jaghirs should be abolished, Chaukidars made Government servants and paid regularly monthly in cash.* See answer to question 16 *ante*. I consider the system of paying Village Chaukidars by *jaghir* as unsatisfactory in the extreme—a necessary consequence of the faulty Oudh system of leaving Chaukidars to be inadequately remunerated at the will of the landlord.

Would re-arrange Chaukidars' circles according to Patwaris. Would pay all in cash. Says the 6 per cent cess in Hardoi would suffice. Pitcher, Deputy Commissioner, Hardoi.

Considers the system a clumsy one, and that it should be replaced, whenever possible, by the system of cash wages. The only punishment for a Chaukidar is dismissal; but when the crops are in the ground there is a difficulty about giving the *jaghir* to his successor. Cowie, Deputy Commissioner, Kheri

The *jaghir* system is dying out.

Gibson, Deputy Commissioner, Bahraich.

Considers that *jaghirs* are a mistake, as they place the Chaukidars too much under the zemindar's influence, and make it difficult to punish him. Quin, Deputy Commissioner, Partabgarh.

The *jaghir* system is not satisfactory. *First*, it places the Chaukidar too much in the hands of the zemindar; and *second*, the Chaukidar sub-lets his *jaghir*, and does not realise the proper emoluments of his office. The system is fraught with evil. Tweedie, Deputy Inspector-General.

In Mirzapur the *jaghir* system certainly did not answer. The Chaukidars were the absolute slaves of the zemindars whom they feared much more than they did the "*Sirkar*." Sherer, Personal Assistant.

Says the Goraitis in South Mirzapur did not get even *jaghirs*; they were supposed to get a certain quantity of grain, some clothes, and one rupee a year as a present. Has known cases where Goraitis got nothing for three years, and had to turn burglars to save themselves from starvation.

Question 37.—Are the jaghirs, as a rule, sufficient for the maintenance of the Chaukidars or Goraitis to whom they are assigned? Is there any difficulty in filling up vacancies, or in maintaining the Chaukidars or Goraitis in possession of their jaghirs?

Generally insufficient.

Adams, Commissioner, Benares.

Jaghirs generally insufficient. The Oudh zemindars would have been wiser had they been less niggardly with their Chaukidars. White, Magistrate, Benares.

There are numerous complaints about *jaghirs*, and much difficulty in getting men, and in maintaining them in possession. Crooke, Magistrate, Mirzapur.

Has had numerous cases in which no one could take up the Gorait's place, the *jaghir* being so poor. Luffman, District Superintendent of Police, Gorakhpur.

The *jaghirs* are barely sufficient to keep the Gorait alive. There are always complaints, but there doesn't seem much difficulty in filling up vacancies. Wyer, Magistrate, Basti.

Cowie, Deputy Commissioner, Kheri. The jaghirs on an average yield about Rs. 24 per annum. There is seldom any difficulty in filling vacancies.

Gibson, Deputy Commissioner, Bahraich. The jaghirs are generally insufficient; but there is no difficulty in filling up vacancies.

Quin, Deputy Commissioner, Partabgarh. Jaghirs insufficient, but there are other perquisites which make the place a desirable one. No difficulties in filling up the place unless the zemindár objects to the nominee. Landlords take Pasis, as they help in many ways, especially in collecting rents.

Tweedie, Deputy Inspector-General. The jaghirs, as a rule, are not sufficient for the maintenance of the Chaukidars, because, in the great majority of instances, they sub-let them. In Oudh there were *constant complaints* from Chaukidars paid on the jaghir system.

As regards "Goraitis," I would recommend the abolition of every one of them. They are a *scourge* in the districts where they are maintained. I would instance "Gorakhpur" and "Basti," where there are about 16,000 and 8,000 Goraitis, respectively. These men *wear* the garb of authority, are *the dregs* of the population, and do *the menial work of the subordinate officials in the district*. They live by plundering the people of the district. No greater evil exists, in my opinion, under our Government, than the system of Goraitis in the abovementioned districts. No Police reform can ever take place in these districts until the Goraitis are all swept clean away.

Question 38.—What suggestions have you to make for remodelling the Rural Police force in your district so as to render it more efficient?

NOTE.—In reply to this question the date of last re-allocation of the Chaukidars and Goraitis should, if possible, be given, specific proposals should be made, and the financial results of such proposals should be shown.

Luffman, District Superintendent of Police, Gorakhpur. Suggests the appointment of Chaukidars with a Jemadar over every group of ten. Says it would be expensive, but can propose no better plan.

Wyer, Magistrate, Basti. Is by no means prepared to say that 7,000 Goraitis are not better, if properly handled, than 1,000 Chaukidars. Says if the change is considered advisable, the jaghirs which, according to the Settlement Officer, are worth Rs. 37,000 a year, would easily provide the pay; in fact, with the increased chaukidari cess Government could provide 1,500 Chaukidars in lieu of the Goraitis.

Currie, Commissioner, Sitapur. Would make them Government servants out and out.

Cowie, Deputy Commissioner, Kheri. Would like to see all Chaukidars on a cash wage of Rs. 36 per annum, but doesn't think this could be done with the present kabuliyats. Says in Kheri there are 2,060 Chaukidars holding jaghirs and 309 on cash wages—200 paid by landlords, 109 by Government; the conversion of land into cash would involve a heavy loss to the zemindars.

Gibson, Deputy Commissioner, Bahraich. Get rid of the Chaukidars connected with thieves. Substitute Rajputs and other castes—not Khatiks; and increase pay to Rs. 4 or 5 a month. Either this, or double the jaghirs to enable the Chaukidar to employ hired labour. The Rs. 3 rate will not allow of any alteration in the caste of the Chaukidar, as none but low castes would accept it.

Quin, Deputy Commissioner, Partabgarh. Considers the material good, if properly worked. Recommends cash payments at Rs. 3 per mensem, and liberal rewards for good service. Thinks that this, coupled with good Thanadars, would result in good work.

Tweedie, Deputy Inspector-General. Would bring the whole of the Rural Police force on monthly cash payments. Would abolish all Goraitis. They are badly paid, the creatures of the zemindárs, and the cause of much of the crime in the district. Would reduce the number wherever possible, and pay the remainder better. At any cost pay the Chaukidars better.

Question 39.—Have you had any experience of Criminal Tribes or wandering gangs? If so, state separately for each tribe or gang whether, within the last generation, there has been any radical change in their means of livelihood; if so, to what causes you would attribute it, and has the change been in the direction of honesty or criminality?

I have had some experience of the undermentioned criminal tribes and wandering tribes :—

Hoskins, District
Superintendent of
Police, Meerut.

Wandering Tribes.

1. Sansiyas, known in Meerut as Gedias.
 - Do. in Bareilly and Moradabad as Bhatus.
 - Do. in Muzaffarnagar and Muttra as Kanjars.
 - Do. in Mainpuri and Etah as Berias and Haburahs.
2. Nats, Badi, Kabutri and Kamatah.

Criminal Tribes.

1. Bahelias of Mainpuri and Etah known in Aligarh as Aheriahs.
2. Kahars of Dhaulri in the Meerut district.

The only apparent change in the Sansiyas and Nats, within the last generation, as to their means of livelihood, has been in the direction of criminality. Where in former years they were satisfied with petty thefts, in late years they have found that road dacoities and other cognate crimes are quite as easy and more lucrative, with less chance of detection owing to their rapid movements. In 1882, when I was stationed at Moradabad, the Sansiyas committed innumerable dacoities in these Provinces, and nothing was known of their doings till Mr. Warburton of the Punjab arrested a gang and worked out all the cases through approvers. In 1889 a gang of Kabutri and Nats were arrested in the Karnal district. Some thirty dacoities and highway robberies were traced to the gang, of which they had never been suspected. The Sansiyas in Meerut, Muzaffarnagar, Aligarh and Muttra have been proclaimed, and the majority of them have been disposed of; but there is little hope of reform in the other criminal wandering tribes, till the restraint, adopted in the case of the Sansiyas, is applied to them. Circular No. 38 of 1883 lays down the surveillance to be exercised over criminal wandering tribes; but it does not act as a sufficient check, for the simple reason that infringement of rules is not punishable. If it is not possible to plant out all criminal wandering tribes in settlements similar to the Sultanpur settlement, I would suggest that the more criminal of the tribes be proclaimed, but allowed to move about under certain restrictions and rules, the infringement of which would be met with punishment.

The Bahelias of Mainpuri, of whom Mr. Kaye has considerable knowledge, and the Dhaulri Kahars, are not unlike the Barwars of Gonda; the only difference is that the Barwar is a pick-pocket, and indulges in petty thefts, whereas the Bahelia or Aheriah and the Dhaulri Kahar are past masters in the art of burglary; they avail themselves of railways, travel far and wide, and return with considerable plunder. They have settled in several districts, and ostensibly cultivate land; but the larger portion of their speculation is in burglaries. The co-operation of the Railway Police required in this matter. Men who are acquainted with these classes should be employed on railways to take up or shadow gangs on their way to distant districts, or on the return journey. When Mr. Christie had charge of the Railway Police in the Punjab, we took up the question of thefts of Government rifles by Afghans, and were most successful. We were about to work the Dhaulri Kahars when he was transferred. The matter might be taken up by the Railway Police and District Superintendents, in whose districts these criminals reside.

Says Sansiyas are incorrigible. Notices Haburah and Bhatu settled in Moradabad, and thinks the former promised well.

Cartor, District
Superintendent of
Police, Saharan-
pur.

Steel, Judge, Aligarh.

Bauriahs.—I should feel inclined to doubt whether any success at all has attended the colonisation of this tribe at Bidauli. Among other cases, I had to try one of very extensive theft from the Commander-in-Chief of Nepal, committed by this tribe. I have camped in their villages, and have tried enhancement of rent cases there. I certainly got the impression that their skill in theft was not abating, and that their operations (in consequence of the railway, &c.), were getting more widely extended.

I am aware that they were supposed, at first, to have held their lands rent-free for a year or two; but (I speak now from memory as I have now no notes) I found that some of the *Bauriahs* held land of a most inferior description at rents which would be high even for Jat or other good cultivators cultivating good land. These rents were, I was told, paid. The only conclusion I could come to was that Mehdi Hasan in this manner secured his share of the *loot* obtained by these people throughout India. Possibly this state of affairs may not have existed at first. It may have sprung up afterwards, and have been the work of his *karindas*; but it certainly tends to keep the tribe to thieving.

O'Brien, Inspector,
Agra.

Kanjars, Sansiyas, &c., are incorrigible. Suggests making the children attend industrial schools. The only other course practicable is to send all members of a criminal tribe or wandering gang on conviction to some colony or island.

O'Dowda, District
Superintendent of
Police, Muttra.

Has had long experience of the Kanjars and Sansiyas of Muttra. Gives mere history as related by Kundan Lal, Inspector. Would have all Kanjars and Sansiyas proclaimed under the Criminal Tribes Act. Says these tribes are irreclaimable. The *Haburahs* have partially settled down, but are still addicted to crime, and should be proclaimed and kept under surveillance.

Alexander, Magis-
trate, Etawah.

I cannot speak with any authority; but, on the whole, I should say that there has not been any radical change either way within the last generation. I had a certain amount of experience of the Kanjars at Muttra, and I should say that the only change in them was that for some time they gradually got bolder and bolder, till they became such a nuisance that energetic measures had to be taken against them. A large number were transported or imprisoned for long terms, and the gangs were for a time broken up. But I do not think any radical change took place in their means of livelihood (except, of course, of those who were convicted). The bulk either went elsewhere or subsided to petty pilfering instead of rising to dacoity and highway robbery. On opportunity they probably became as bad as ever again somewhere else.

I think, however, that the case of *resident* criminal tribes would be different. For instance, I fancy that the Gujars of Bulandshahr, Aligarh and Meerut, rather more than a generation ago, were a criminal tribe; but now (owing partly to the extension of the canal system, which increased the value of their lands, partly to the increase of their profits from horse-breeding, and very much owing to the increased difficulty and risk of committing robbery and cattle-lifting owing to better government) have settled down into a comparatively non-criminal class.

They, however, had fixed habitations, and their case is quite different from that of wanderers like Kanjars and *Haburahs*.

Harrison, Magistrate,
Etah.

Thinks the *Kanjar* of to-day is every whit as big a blackguard as he was generations ago. Says the *Haburahs* and *Aheriahs* have to some extent settled down to agriculture, and more or less abandoned their criminal pursuits. This has been brought about by strict surveillance on the part of the Police.

Felton Smith, District
Superintendent of
Police, Bareilly.

Knows a little about *Sansiyas* and *Barwars*, and thinks that nothing we have done and nothing we can do as the law now stands. Can alter their criminal propensities in the smallest degree.

Bullock, Magistrate,
Bijnor.

Has had experience of *Sansiyas*, *Haburahs*, *Nats* and *Doms*. Thinks they have not changed, and will always remain as in Europe wandering gypsies with their own codes of honor and morality, such as not stealing in the village or circle of villages in which they may have settled.

Holmes, Magistrate,
Moradabad.

Yes; I have had experience of the *Bauriahs* in Muzaffarnagar, and *Sansiyas* and others in Muzaffarnagar and Etah; also of the *Haburahs*, who are settled as a colony in this district. The *Bauriahs* have, for many

years past, been settled as a colony in Tahsil Shamli, and they cultivate land to a certain extent. In my opinion there is no change whatever in their means of livelihood. They are most accomplished thieves; but they have the sense to commit very little crime in Muzaffarnagar or any part of these Provinces. The old men and very young conduct the agricultural operations, and the others travel all over the south of India in search of booty. They are first-class at their profession, and often succeed in stealing very valuable property, as, in 1887, when they managed to make the acquaintance of a wealthy Goorkha in Southern India, and robbed him of currency notes and jewellery to the value of more than $1\frac{1}{2}$ lakhs of rupees.

As for the Sansiyas, they are a regular scourge to the country; and if there is any change in their means of livelihood, it is in the direction of criminality. Of late years I think they have resorted to violence more than they used to do. The only cause to which I can attribute this is that they have probably been dealt with too leniently.

The Haburah colony has been settled in this district for some years; and as it is well looked after by the Police and a wealthy zemindár named Chaudhri Dhyan Singh, and as pecuniary assistance has been given when required, the members have taken to agriculture, and have to a great extent given up crime. Owing to the hard times the colony is not in a very flourishing state just at present, and about a month ago I found it necessary to apply to the Inspector-General of Police for an additional grant of Rs. 300, to enable them to repair their houses and obtain some clothing. I am quite convinced that they could not get on for three months without Chaudhri Dhyan Singh's assistance, and I am sure they would rejoice greatly if they were allowed to leave the place where they are settled and resume their old life.

Says all these tribes are incorrigible, irredeemable and purely hopeless. The only remedy is to transport them all to the Laccadives or other such islands.

Has had no experience in this direction.

Barwars: Gonda.—The reclamation policy has not had much effect.

Doms: Gorakhpur.—Thinks they are not so bad as they used to be.

Bahelias: Benares.—Trade in feathers and birds, &c.

Benares generally free from criminal tribes and wandering gangs. Thinks the Bhurs are too strong to allow others to have an innings.

Knows something about Doms, Aheriahs, Berias and Haburahs. Attempts have been made to give employment to the *Doms* of Gorakhpur, but without success. Believes the *Aheriahs* have considerably improved since they were brought under the Criminal Tribes Act; but the measures will not be thoroughly effective till those of Aligarh and Budaon are brought under the Act also. Thinks the *Haburahs* and *Berias* are much the same as they were a generation ago.

The Moghya Doms are under informal surveillance, and Haburahs and Kanjars sometimes come in the district and are watched, but not much good is done.

Would have the *Moghya Doms* proclaimed under the Criminal Tribes Act. Says they will not follow any honest pursuit. Their nomadic habits, imbibed from childhood, prevent their taking up any fixed abode, and any occupation which involves labor is distasteful to them. The jail they do not mind.

Had some experience of the Barwars in Gonda, and says the measures which were taken against them under the Criminal Tribes Act promised to be a great success.

Has about 500 Barwars in his district. Says they have of late taken to staying at home owing to the severe measures taken with them.

Thinks a change is setting in with the Barwars, in the direction of honesty, but that the change is not as yet very marked.

There has been no change in the means of livelihood of the criminal tribes for generations past; they can never be reclaimed unless all the adults are shut up and the children sent to reformatories.

Says the criminal tribes become more and more troublesome every year.

Thomas, District Superintendent of Police, Moradabad.

Sharpe, District Superintendent of Police, Allahabad.
White, Magistrate, Benares.

Crooke, Magistrate, Mirzapur.

Luffman, District Superintendent of Police, Gorakhpur.

Rustomji, Magistrate, Ballia.

Bateman, Deputy Commissioner, Jalaun.

Pitcher, Deputy Commissioner, Hardoi.

Gibson, Deputy Commissioner, Bahraich.

Tweedie, Deputy Inspector-General.

Sherer, Personal Assistant.

Question 40.—Are you aware of any instances in which Police surveillance over time-expired convicts has been made an engine of oppression? If so, instance any such cases.

- Hoskins, District Superintendent of Police, Meerut. Knows of no such cases. The surveillance prescribed is not sufficiently unpleasant to be any check.
- Cantor, District Superintendent of Police, Saharanpur. No.
- O'Brien, Inspector, Agra. Is aware of no such instance.
- O'Dowda, District Superintendent of Police, Muttra. Do. do.
- Rose, Magistrate, Mainpuri. Do. do.
- Alexander, Magistrate, Etawah. Thinks there is always an inclination to make such persons the scape-goats for crime when the real culprits are not discovered. Also to bolster up cases against men whose previous good character might tell in their favor unless they were not shown to be in the company of old offenders. Thinks that those who complain of surveillance are most often those who most need it, and that it would be very dangerous to give a ready ear to complaints against the Police on this score.
- Harrison, Magistrate, Etah. Can't call to mind any specific instance, but has had frequent complaints from bad characters and *ex*-convicts that they have been harried by the Police. Says the same thing occurs at home.
- Felton Smith, District Superintendent of Police, Bareilly. The surveillance, as at present practised, is a sham.
- Bullock, Magistrate, Bijnor. Considers that Police surveillance is often an engine of oppression. Has met with such cases, but cannot instance any.
- Holmes, Magistrate, Moradabad. Is not aware of any specific instance, but is convinced that the surveillance is sometimes made an engine of oppression. Also holds, owing to the large number of names on the register, that the special instructions on the subject cannot be properly carried out.
- Thomas, District Superintendent of Police, Moradabad. Cannot recall one such instance. Believes they are of very rare occurrence.
- Sharpe, District Superintendent of Police, Allahabad. No; as a rule the surveillance is shirked.
- White, Magistrate, Benares. Considers the ordinary Thanadar is incapable of discreet surveillance, and "once a sazayasta always a badmash" is his motto.
- Crooke, Magistrate, Mirzapur. Is not aware of any cases of oppression, but knows that Police Officers are too fond of making the bad characters of a locality work out their cases for them. Does not think the existing rules, if honestly worked, need revision.
- Luffman, District Superintendent of Police, Gorakhpur. Knows of no instance of this kind.
- Wyer, Magistrate, Basti. Says *ex*-convicts sometimes complain that they have been forced to commit the crime with which they are charged on account of the difficulty they experience in getting an honest livelihood owing to Police surveillance. Such cases are, however, rare. It is more common to find the *ex*-convict a sort of private detective or unofficial assistant to the Thana Police, forced to be present, and assist in working out cases, and liable to be run in himself if he fails to give adequate assistance.
- Bateman, Deputy Commissioner, Jalaun. Knows of no such instances.
- Currie, Commissioner, Sitapur. Do. do.
- Gibson, Deputy Commissioner, Bahraich. Says time-expired convicts are invariably seized when a crime occurs in their neighbourhood, and if the Police cannot detect the real offender, they send up the *ex*-convict on speculation.

Describes the system of surveillance as at present carried out in the waking up of the badmash two or three times every night to see if he is at home, the summoning of all badmashes in the vicinity as soon as a case occurs, and the discovery of the culprit by the process of making certain which of the badmashes is *not* guilty. Says the life of a time-expired convict may be fully deserved, but it is decidedly not pleasant.

Quin, Deputy Commissioner, Partabgarh.

Is aware of no such instances.

Tweedie, Deputy Inspector-General.

Do. do.

Sherer, Personal Assistant.

Question 41.—Do you consider that the present system of surveillance over bad characters is open to objection? Can you quote any instances, within your knowledge, in which the system has led to oppression? Have you any measures to suggest with a view to maintaining a proper system of surveillance over such characters, and at the same time removing the abuses complained of?

If existing orders are acted up to, there could be no possible ground for objection. Surveillance depends on Chaukidars giving timely information of the movements of the people under surveillance.

Hoskins, District Superintendent of Police, Meerut.

No objection. Knows of no instances of oppression, and can make no suggestions.

Cantor, District Superintendent of Police, Saharanpur.

Knows of no instances of oppression, but says that the average Station Officer keeps up his registers very inefficiently. Would educate him better, and insist on careful supervision by District Superintendent of Police, who is often apt to let this matter slide.

Petre, Magistrate, Aligarh.

If the system were really operative it would be oppressive; but the truth seems to be that neither convicts nor Police take each other seriously. A system better defined and more restricted could probably be efficiently worked without oppression. The *badmash* is the pest of Indian society, and he is generally more a bully than a criminal: he levies black-mail, and lives by terrorism and attacks upon *izzat*. These men make private war in their own style, and in my opinion the Police should be privately allowed to retaliate in the same fashion. Professional burglars, cattle-lifters, poisoners are few, considering the population, and are easily dealt with when the Police, as is generally the case, are not in with them. Robbers and dacoits of "light and leading" are also few; but the extension of Railways has favored their movements, so also has the increasing disloyalty of the Police. It is for them that a detective force, free to move from district to district and province to province, is required, yet I doubt if all these notorious criminals annoy the people so much as the *badmash* proper of the large town or city.

Neale, Commissioner, Agra.

"Habituals:" I should make the Magistrate in each case determine when the individual was that; upon the alternative ground either of one heinous offence committed with aggravating circumstances, or of several previous small convictions.

Respectable witnesses will not give evidence from fear, indolence and indifference to the public good. They judge, and rightly so, that the Police are not strong enough, nor energetic enough, nor honest enough, to check the determined *badmash*. Only the other day I met a wealthy landlord, who said he had failed to convict a certain *badmash* of a specific charge, and all that the man had got was one year's imprisonment for *badmashi*. "He will kill me, he said, when he comes out." I fear it is not improbable. The only remedy is to improve the tone of the Police, and also authorise, in necessary cases, rigorous surveillance of the strictest character.

In my opinion the natives of India have, as regards the public, no conscience or sense of duty whatever, though, as regards the family, their feeling in that way is much stronger and unselfish than the corresponding sentiment of Europeans. Hence the law must, as far as is possible, supply this defect at the risk of appearing harsh and overbearing. I should therefore make the enactments on this behalf much more stringent.

As it stands, Section 110, Criminal Procedure Code, appears to me illogical. If a man is truly a criminal as therein described he should be locked up, and I would not give him the option of furnishing security, and I would extend the term from 1 to 5 years. If he is suspected only on reasonable grounds, they must be reasonably and fairly proved, and should be such as habitual consorting with offenders, unexplained doubtful livelihood, absence from his village under unexplained circumstances, and so forth. I would make him furnish security proportionate to his apparent means, and failing this, he should not be imprisoned but placed under rigorous surveillance for a term which might extend from 1 to 5 years.

Rigorous surveillance should be, compelling him to wear a ticket, prohibiting him leaving his village or joining in any public festivity without permission, and, if necessary, the quartering on him a special Chaukidar. It would be as cheap to pay the Chaukidar, if no funds could be got out of the suspect, as to keep him in prison.

The former part of the Section would apply to persons already convicted, or of whom it could be affirmed that they took part in such and such a crime, though formal proof was not procurable; or of whom it was known that they received stolen property. The second part of whom such conduct could only be suspected, and who might be held, but not confirmed evil-doers.

The mass of the Indian population is well-behaved and so sheepishly good humoured (religious excitement apart) that they deserve the expenditure of more money and care on their protection than they at present receive.

Finlay, Magistrate,
Agra.

Thinks the present system a sham. Though registers are kept under lock and key, there is no secrecy in the surveillance. Monthly visits should be abandoned. Twice-convicted offenders should be entered in the convicted offenders' register and watched openly. The Thanadar's knowledge of bad characters should be tested by District Superintendent and visiting Inspector, and knowledge or ignorance should tell heavily for or against him.

O'Brien, Inspector,
Agra.

Would make the bad character report himself daily to the Chaukidar of the village.

O'Dowla, District
Superintendent of
Police, Muttra.

No; the present system of surveillance is almost a farce. The Police have to depend on the Chaukidar for information. The Chaukidar is the servant of the zemindár, and the zemindár is in league with the bad characters. The only way in which the hands of the Police can be strengthened is by putting the Chaukidar entirely under their authority, increasing his pay, and rendering him independent of the zemindár. Would also suggest that the conditions laid down for convicts conditionally released, (see G. O. No. 16, Home Department, No. 26, dated 11th January, 1887), be extended to bad characters and time-expired convicts.

Alexander, Magistrate,
Etawah.

Thinks generally the Police do not take sufficient trouble to get evidence against bad characters, and so fail to get their names on the register. Once a man is on, there is, however, a tendency to keep him on too long. This should be checked. A period should be fixed, after which a man's name should be struck off if he has been convicted of no crime.

Harrison, Magistrate,
Etah.

Yes; it is open to oppression. The system is good enough, but the manner in which it is used is objectionable.

Felton Smith, District
Superintendent of
Police, Bareilly.

Thinks the surveillance as at present exercised is a farce; the entries in the record fudged; no real supervision is maintained. Station Officers make occasional inquiries about the whereabouts of an ex-convict or a bad character. The registers are of no value, and numbers of the names should be expunged.

Bullock, Magistrate,
Bijnor.

Does not see how the present system is to be replaced. Surveillance there must be, and, whether it is oppressive or not, depends on the character of the Police.

Holmes, Magistrate,
Moradabad.

Does not believe in the present system. Says it is liable to lead to extortion. That it is never secret, and that every one knows who is entered in the register. Thinks that evidence of bad livelihood should be taken; but then the register could not be kept secret.

Thinks the system very faulty and entirely unprofitable. Has come across, in 22 years' service, no instance either of the use or abuse of the system. Says what is wanted is a legalised method of registration, by order of a Magistrate. Thinks this would touch the men who commit and abet crime, but escape under the cloak of respectability, and whom the local Thanadar dare not touch for fear of an action for libel, or the interference of the High Court.

Thomas, District Superintendent of Police, Moradabad.

The system is right enough, but Police officers will not use it properly. The real secret is that they will not grasp the fact that prevention is better than cure. The average Thanadar thinks it his duty to wait in the station till a crime is committed, and then go and see what he can do in the way of detection. Has received lots of applications from men entered in the register for expunction of their names, and has often found on inquiry that they should not have been entered. Doesn't recollect any cases in which they complained of oppression or ill usage.

Sharpe, District Superintendent of Police, Allahabad.

System thoroughly bad and inefficient. Is strongly in favour of giving Magistrate power to order convicts to be kept under surveillance for a certain period after release from gaol.

White, Magistrate, Benares.

Would extend the system of surveillance, and make it part of the sentence in certain classes of cases, that the offender should remain for a certain time under supervision, and report his movements at the Police Station within the limits of which he resides. This is done under the English system.

Crooke, Magistrate, Mirzapur.

Does not think the system is open to any objection, nor does he know of any instance of oppression arising therefrom.

Luffman, District Superintendent of Police, Gorakhpur

Has no doubt that the present system does lead to oppression sometimes, but can quote no instances. Would introduce the English system of making Police supervision a substantive portion of a sentence on conviction in certain cases.

Wyer, Magistrate, Basti.

I consider that the present system of surveillance over bad characters is open to objection, insomuch that the surveillance mostly is nothing more or less than in name. The Sub-Inspector perhaps goes to the spot and inquires from 2 or 3 persons casually, but he makes rarely any effort to find out the real truth.

Rustomji, Magistrate, Ballia.

I cannot quote any instance within my knowledge in which the system has led to oppression.

My recommendation upon this subject is, that if, in the interests of the public at large, it is necessary that a person of questionable livelihood should be watched, then the matter must be carried through thoroughly. It is useless hoping in India to keep the entry of such a man in Register No. 10 a secret. He should be dealt with somewhat in the same way as Mr. Orr, District Superintendent of Police, in his answers to questions under Part III, recommends that time-expired convicts should be dealt with. His abode should be fixed. He should not be allowed to go from place to place excepting after reporting his movements to the Police, and some such system should be followed in respect to him as is employed about the Aheriahs in Aligarh District. I have very little hope that this recommendation of mine will be adopted, and bad characters will be watched and forced to report their movements to the Police as I have suggested; but if, in the interests of the public, it is necessary to enter the name of the bad character in Register No. 10, then I would say, let the work be performed thoroughly. Let the surveillance be complete in all respects, or else have no surveillance at all. I am not acquainted with the details of the rules in force about the Aheriahs of Aligarh, but these can be ascertained from the District Magistrate of Aligarh.

Considers the present system ineffective.

Says bad characters often complain that the Chaukidar wakes them up at night. Otherwise has never heard of any acts of oppression. Says these men are generally incorrigible, and should be kept under restraint.

Bird, Deputy Commissioner, Jhansi.
Batemian, Deputy Commissioner, Jalaun.

The present system cannot be objected to if the register is secret and names entered under orders of District Superintendent of Police or Magistrate as laid down. The register is of great use to a new Thanadar, who can, from the entries in it, learn who is to be carefully watched. Knows of

Currie, Commissioner, Sitapur.

no instance of oppression ; but thinks that no name should be entered in the register without the direct order of the Magistrate. Thinks the secret surveillance sufficient ; and that if bad characters had to report themselves to Thanadars at stated intervals, every one would know them, and many would doubtless join them in committing crime.

Gibson, Deputy
Commissioner,
Bahraich.

The system is open to the same abuses as that of surveillance over *ex*-convicts. Suspected bad characters are often made scape-goats by the Police. Says emigration is the only relief for the *ex*-convict or the suspected bad character, as if he remains at home he is so persecuted that he is unable to lead an honest life, and is ultimately obliged to take to a life of crime. Says there is now no real surveillance to carry any such system out : honest Chaukidars, not thieves, and detective Police are required.

Barrow, Deputy
Commissioner,
Gonda.

Surveillance should be entrusted to Sub-Inspectors only.

Tweedie, Deputy
Inspector-General.

At present there is no proper system of surveillance over bad characters, consequently the Police are afraid to take action against them. Would have all notorious bad characters brought under Police surveillance after magisterial inquiry, and the rules prescribed in the case of released convicts made applicable to them. Says the present system cannot lead to oppression, as notorious bad characters are generally stronger than the Police.

Ryves, Assistant In-
specter-General,
Railway Police.

Says some Police officers make life rather a burden to a man by always searching his house when a theft occurs in the vicinity ; the entries in the register are made on no system. The rules are good enough if properly carried out.

Berrill, Assistant
Inspector-General,
Special.

The system is good enough, but the working is faulty. Surveillance to be effective must be strictly secret. If these were enforced, there could be no complaint of oppression.

Sherer, Personal As-
sistant.

Says there is practically no system of surveillance. The Station Officer makes entries of an entirely formal character in the register. Thinks bad characters should be made to report themselves once a month at the Police Station as is done in England.

Question 42.—With reference to the question of placing the criminal classes under Police surveillance, how would you define the term "habitual offender?" Would you include in this category all persons convicted of certain classes of crime, or would you make the definition dependent on the number of convictions, or how?

Hoskins, District
Superintendent of
Police, Meerut.

Would not depend on the number of convictions, but on the class of crime, and would include those who notoriously live by crime, whether convicted or not.

Cantor, District
Superintendent of
Police, Saharanpur.

Would include those who have been convicted more than once of certain classes of crime, and those who are known to gain, or reasonably suspected of gaining, their livelihood by crime.

Steel, Judge, Aligarh.

Considers the definition given in Government of India Resolution No. ²⁷/₁₈₀₄₋₁₄, dated 14th December, 1886, to be the best. Holds that the classification of criminals as habituals should be left to Magistrate, and that great care should be taken to look into the circumstances of each conviction, as on them, more than on the number of convictions, would depend whether the prisoner was classed as an habitual. Does not think the classification should depend altogether rather on the class of case, as there may be extenuating circumstances even in cases under Chapters XII and XVII. Considers that if there is any chance of a man trying to live an honest life, Police surveillance would do more harm than good.

Petre, Magistrate,
Aligarh.

Does not think one precise definition can be given. Would insist on all Magistrates stating distinctly on the warrant, and in decision in cases of second conviction, whether the convict is, in his opinion, an habitual. The trying officer is the best judge. If not recorded as an habitual, reasons should be given.

Nugent, Superinten-
dent, Dehra-Dun.

Would make Magistrates classify habituals. Second convictions of any crime against property should constitute an habitual, and first conviction of any organised crime, unless Magistrates gave reasons to the contrary.

See answer under question No. 41.

Two convictions under Chapters XII and XVII within six years.

All persons convicted of certain classes of offences.

Recommends a reference to the English Habitual Criminals Act of 1871, which should furnish useful suggestions. Would class as habituals—
(1) persons twice convicted of any, or once convicted of any two of the following offences:—

- (a) all offences under Chapter XII (coin and stamps);
- (b) abortion and exposure, Sections 312—317;
- (c) poisoning, Section 328;
- (d) kidnapping, Sections, 363—369;
- (e) theft, Sections 379—382;
- (f) robbery and dacoity, Sections 392—402;
- (g) receiving stolen property, Sections 411—414;
- (h) mischief by fire, &c., Sections 435—440;
- (i) housebreaking, &c., Sections 449—460; or
- (j) attempts at above offences;

or on first conviction of—(1) thuggi, Section 312; (2) habitually dealing in slaves, Section 371.

Adopts the Police definition, Circular No. 38 of 1868.

Is entirely in favor of the principles of surveillance, but thinks the provisions of Section 110, Act X of 1882, should be extended to meet the case of habitual offenders who have never been convicted.

Certainly not, merely on conviction of a particular class of crime, unless there are previous convictions or other convicting circumstances. I think that the essence of the term "habitual" lies in the feeling left in the mind of the convicting (or investigating) officer that the man is *likely* to commit a similar crime again, unless he is deterred by severe punishment, or lacks opportunity. It is to prevent his having fresh opportunities that surveillance is proposed, and I certainly think there are good grounds for proposing it. I should think it better that a man convicted of house-breaking should get a year, and then be put under surveillance, which will deter him from committing a similar offence, than he should be locked up for five years and then released without surveillance. The longer he is in jail the less likely, I fancy, he is to be able to earn an honest living afterwards, and I doubt myself if there should be more than two classes of punishments for offences merely against property. One stripe, or comparatively short terms of imprisonment with stripes, and the other transportation for life as an incorrigible offender.

I would add surveillance to the former class whenever the convicting officer, without holding the offender to be a thorough-going habitual, that is, an incorrigible, held that it was likely that he might commit a similar offence again, and I think the term should be fixed by the Court convicting.

As regards men who have never been convicted, but who are yet held by the Police to be habitual offenders, the existing system of bringing their names on Register No. 10 is sufficient.

There is a tendency, with second or third class Magistrates, to dispose themselves, by sentences of imprisonment, of cases in which there is no obvious proof that the offender is an habitual, but on which patient enquiry would show good ground for thinking he was; *e.g.*, a vagrant, who gives a false account of himself, or says he has no home and lives by begging, or that he comes from a native State; and this requires to be checked very strongly. Such cases should always be sent up to a first class Magistrate and fully enquired into.

Would define an habitual offender as one who has been more than once convicted of certain specific offences, such as burglary, robbery, dacoity, &c.

Neale, Commissioner
Agra.
Finlay, Magistrate,
Agra.
O'Brien, Inspector,
Agra.
Conybeare, Magistrate,
Muttra.

O'Dowda, District
Superintendent of
Police, Muttra.
Rose, Magistrate,
Mainpuri.

Harrison, Magistrate,
Etah.

- Connell, Magistrate, Bareilly. Would consider as habituals those who had been twice convicted of offences against property within five years, and had no ostensible means of subsistence.
- Felton Smith, District Superintendent of Police, Bareilly. Sees no reason for altering the present procedure.
- Bullock, Magistrate, Bijnor. Would fix three convictions of the same or kindred offences.
- Holmes, Magistrate, Moradabad. Partly on the number of convictions and partly on the class of crime. Would make a list of the more serious crimes, and would have a person convicted more than twice of any of those offences declared an habitual.
- Thomas, District Superintendent of Police, Moradabad. Would include all twice-convicted criminals. Thinks a man may commit any crime once and then repeat; but that a second offence denotes recklessness.
- Howell, Judge, Shahjahanpur. Would adopt the Penal Code definition with a proviso that not more than three years have elapsed since the offender's last release.
- Macpherson, Magistrate, Pilibhit. Two convictions make an habitual.
- Gray, Magistrate, Allahabad. If a man is convicted twice of offences against property, the convictions following closely on one another, and not being convictions of petty thefts committed out of poverty, he should be classed as an "habitual." Under a recent order of the Government of India, the treatment of an habitual is left, more than formerly, to the discrimination of the Magistrate. Thinks offences against the person should be more severely dealt with. Would make professional crimes subject to double punishment. (Refers to a report he has recently written in answer to a reference concerning a proposed alteration in the Evidence Act).
- Sharpe, District Superintendent of Police, Allahabad. Would take each case on its merits and leave it to the discretion of the trying Magistrate to decide whether the person convicted should be classed as an "habitual."
- Hamblin, Magistrate, Cawnpore. Would leave the matter to the discretion of the Courts. Would also give District Superintendent of Police and Superintendent of Jail power to bring to the notice of the Magistrate any case in which they consider persons who should have been classed as habituals, have not been so classed, and the Magistrate of the district should have power to correct the classification.
- Kitts, Judge, Jaunpur. Submits the following definition of habitual offenders :—
Habitual offenders are of two classes—(a) habitual offenders against the person; (b) habitual offenders against property.
(a) is one who, having previously been convicted under Chapter XVI, Indian Penal Code, and having on three previous occasions been sentenced to rigorous imprisonment for more than three months, is, within seven years from the expiry of his last previous sentence, again convicted under Chapter XVI, Indian Penal Code, of an offence punishable with imprisonment for three years or more;
(b) as above, only substituting Chapter XVII for Chapter XVI, and excluding cases of theft under Rs. 10.
Considers the lists of habituals—previously convicted offenders—much too large. Would prefer a smaller list and stricter surveillance.
- Adams, Commissioner, Benares. Would leave this with certain limits to the judgment of the Magistrate of the district.
- White, Magistrate, Benares. Refers to his answer to the Government reference on Punjab Draft Bill.
- Crooke, Magistrate, Mirzapur. Would decide on the number of convictions except in cases like convictions under Section 401, where a single conviction implies that the offender is practically an habitual.
- Luffman, District Superintendent of Police, Gorakhpur. Third conviction of ordinary crime. Second conviction of serious crime.

Would include among "habituals" all persons who apparently subsist mainly, if not entirely, by committing offences against property. The present Jail Manual definition seems fairly comprehensive, and might, with slight alterations, be adopted for purposes of surveillance.

Wyer, Magistrate,
Basti.

Would class as habituals—

Rustomji, Magistrate,
Ballia.

(1). Persons whom the Magistrate trying the case considers to be systematically addicted to thefts or other offences against property.

(2). Persons who have been convicted three times or more of offences against property.

(3). Zemindárs and others who systematically deal in stolen property.

Would leave the classification to Magistrates trying cases, as they can, in nine cases out of ten, tell, from the nature of the crime or the personal appearance of the accused, whether he is an habitual or professional.

Bateman, Deputy
Commissioner,
Jalaun.

Quotes the principle laid down by the Jail Commission in 1876-77:— "Let there be a second conviction, and the criminal is marked out at once as a member of the minority, whom the ordinary terrors of the law do not deter"..... "the inference against the re-convicted criminal rises in a geometrical ratio with every conviction." Taking this as the expressed opinion of experts, would make the definition of habitual offender dependent on *three* convictions, exclusive of the class of offence (excluding Chapter XX, Indian Penal Code, offences relating to marriage).

Currie, Commis-
sioner, Sitapur.

Would have each case decided on its merits by the trying Magistrate.

Cowie, Deputy Com-
missioner, Kheri.

Certainly not on the number of convictions. Would include all members of criminal tribes and all those who, on first conviction, would appear to live, or consort, with thieves or released convicts.

Ferrar, Commis-
sioner, Fyzabad.

Would have each case decided on its merits by the trying Magistrate.

Gibson, Deputy
Commissioner,
Bahraich.

Would leave this to Magistrates and Judges to decide in each case. Suggests that persons who habitually commit criminal intimidation should also be made punishable under Section 110.

Barrow, Deputy
Commissioner,
Gonda.

Holds practically to the Penal Code definition.

Quin, Deputy Com-
missioner, Partab-
garh.

Would class as habituals all who have been convicted of certain classes of heinous crime, such as robbery, dacoity, burglary, &c. Does not think the definition should be dependent on the number of convictions, except in thefts, where more than two convictions should render a man liable to be classed as an habitual.

Tweedie, De put y
Inspector-General.

Suggests as a definition—

Ryves, Assistant
Inspector-General,
Railway Police.

(a) all persons of known bad livelihood who are convicted of cer-
tain classes of offences.

(b) all persons who have been convicted more than once.

Two convictions of any class of offence, and leave to trying officer to classify.

Sherer, Personal
Assistant.

Question 43.—Have you found within your experience that it is difficult to obtain the evidence of respectable witnesses against known bad characters? If so, to what cause would you attribute the difficulty, and can you suggest any remedy?

Yes; through fear. The bad character is usually supported by a zemindár or some man of substance. If he could be got at, the reign of the *badmash* would cease.

Hoskins, District
Superintendent of
Police, Meerut.

Yes; the reasons are uncertainty of conviction and fear of the accused. Thinks more reliance should be placed on the evidence of trustworthy and responsible Police officers, and the responsibilities of zemindárs should be more enforced.

Cantor, District
Superintendent of
Police, Saharan-
pur.

Certainly. The causes are—(1) fear of reprisals; (2) reluctance to appear in Court. The former is the stronger, and it is difficult to suggest any remedy.

Petre, Magistrate,
Aligarh.

- Nugent, Superintendent, Dehra-Dun. Yes; through reluctance to attend Court or through fear. No remedy.
- Neale, Commissioner, Agra. See answer under question 41.
- Finlay, Magistrate, Agra. Yes; partly through fear and partly because they are averse to going into Court. No remedy.
- O'Brien, Inspector, Agra. Yes; through fear of reprisals.
- Conybeare, Magistrate, Muttra. Yes; cause, fear. Remedy, none.
- O'Dowda, District Superintendent of Police, Muttra. Yes; through fear. Suggests no remedy.
- Rose, Magistrate, Mainpuri. Yes; reasons—(1) fear; (2) reluctance. No remedy.
- Alexander, Magistrate, Etawah. Yes; reasons—(1) fear; (2) reluctance. No remedy. Instances a case of a native gentleman who was summoned to give evidence in his favor by a bad character, thought this great ingratitude as he had refrained from giving evidence against him.
- Harrison, Magistrate, Etah. Yes; the cause is fear of reprisals, more especially against their women. Let the Magistrate satisfy himself by extra-judicial inquiry as to the character of the accused, and then accept Police evidence.
- Felton Smith, District Superintendent of Police, Bareilly. Yes; they generally object; sometimes from fear and sometimes from dishonest motives.
- Bullock, Magistrate, Bijnor. Yes; general public too apathetic to interfere.
- Holmes, Magistrate, Moradabad. Yes; attributes the reluctance entirely to fear. Can suggest *no* remedy.
- Thomas, District Superintendent of Police, Moradabad. Yes; sometimes through fear of retaliation and sometimes because the so-called respectable witness is hand-and-glove with the bad character. Suggests that such persons should be made responsible for the future actions of the bad character, and made to report his movements weekly or monthly at the local Police Station.
- Irwin, Magistrate, Shahjahanpur. Yes; thinks the only remedies are—(1) to make Magistrate's order in such cases final; and (2) to allow Magistrate to act on his own personal knowledge of the accused's reputation.
- Macpherson, Magistrate, Pilibhit. Says bad characters are, as a rule, supported by the zemindárs; hence the reluctance of respectable witnesses to appear against them.
- Gray, Magistrate, Allahabad. Yes; the reasons are fear of giving evidence against a man who, if released, is sure to levy black-mail, reluctance to appear in Court, and want of public spirit. Says no native will, as a rule, give evidence willingly unless he has some object to gain.
- Sharpe, District Superintendent of Police, Allahabad. Yes; especially in cities. Attributes it to—(1) want of pluck; (2) want of public spirit; (3) want of confidence in the Police and Magistracy. Is afraid that unless the people alter considerably for the better, the difficulty will last. Unless the conviction of an offender is a pure personal gain, no native will come forward and give evidence voluntarily.
- Wright, Magistrate, Cawnpore. Considers the reasons why respectable witnesses will not give evidence against known bad characters, are—(1) fear of local opinion; (2) fear of unpleasant consequences; and (3) reluctance to give evidence at all in Courts, except in cases in which they have a personal interest. Suggests as the only remedy that landlords should be held more strictly to their responsibilities.
- Hamblin, Magistrate, Cawnpore. Yes; through fear of future annoyance, insult or injury. There are only two remedies—(1) to empower Magistrates to imprison bad characters on private inquiries. This would not be understood by people who have not lived amongst the natives, and for this reason and also for fear of the powers being abused would never be sanctioned by the Legislature; or (2) to allow Magistrates to call in, say, 20 or more respectable assessors who would be allowed to decide the man's criminality or otherwise by secret ballot!
- Adams, Commissioner, Benares. Yes; through fear of reprisals.
- White, Magistrate, Benares. Yes; considers the chief difficulty is due to the uncertainty of the law. Quotes the saying "*Ghulam ka ghar phus ka hai*," and adds "*the administration of the criminal law is drifting into a state of impotency.*"

Yes; people are reluctant to give evidence at all in Courts, and particularly against known bad characters who, themselves or their associates, are sure to take their revenge. This reluctance is due, in a large measure, to want of confidence in the power of the Police to run down powerful bad characters, *and to lack of sympathy between the Police and the public.* This last is the main reason why reform of the department has become such a pressing necessity.

Crooke, Magistrate, Mirzapur.

Yes; through fear. Remedy: less sympathy with bad characters and more with respectable witnesses.

Luffman, District Superintendent of Police, Gorakhpur.

Yes; thinks this is very often due to the fact of the bad character being protected by the Police or by some powerful zemindár. If the people were sure of success they would come forward and denounce bad characters, but they are afraid of reprisals.

Wyer, Magistrate, Basti.

Yes; gives as reason—(1) that there is so much lying and perjury in the Courts that respectable witnesses are reluctant to give evidence at all, lest they should be charged with giving false evidence. The spread of education will cure this; (2) the fear that the rogue, if he escapes, will take his revenge on the witness.

Rustomji, Magistrate, Ballia.

Respectable people are afraid to come forward, or think it *infra dig.* to do so. No remedy.

Bateman, Deputy Commissioner, Jalaun.

Yes; the reasons are—(1) fear of having their names associated with such characters; (2) fear of assault and insult on themselves and their people from such characters and their friends; (3) reluctance to laying themselves open to be badgered in Court by irrelevant questions put by *badmashes* and their counsel. It is no offence to intimidate a witness (I. L. R., Allahabad, 67, VII, and I. L. R., Calcutta, VIII, 331).

Currie, Commissioner, Sitapur.

Yes; through fear of retaliation, and so long as the High Court insist on having evidence other than that of trustworthy Police officials, there is no remedy.

Pitcher, Deputy Commissioner, Hardoi.

Yes; through fear of the bad character. No remedy.

Cowie, Deputy Commissioner, Kheri.

Do. do. do.

Gibson, Deputy Commissioner, Bahraich.

Do. do. do.

Barrow, Deputy Commissioner, Gonda.

Yes; for fear of reprisals. Suggests no remedy.

Quin, Deputy Commissioner, Partabgarh.

Yes; through fear. The remedy is a simple one. Let all known bad characters be legally brought under Police surveillance. At present the Police are afraid to interfere with them, and respectable persons will rather pay black-mail than give evidence against them.

Tweedie, Deputy Inspector-General.

Yes; the cause is always the same—fear of retaliation. The only remedy is to empower the Magistrate to call on the bad character to furnish security on the enquiry and report of a trustworthy Police officer backed by his own personal knowledge and general inquiry.

Ryves, Assistant Inspector-General, Railway Police.

Yes; the cause is fear of the consequences. There is no remedy unless some law could be devised to punish the witness for keeping back evidence.

Sherer, Personal Assistant.

Question 44.—What is your opinion regarding the efficacy of the provisions of the Criminal Procedure Code for taking security for good behaviour, with special reference to Section 110, relating to habitual criminals? Do you consider that these provisions are sufficient to enable Magistrates to deal effectively with this class? If not, what are the defects in the system, and what remedies can you suggest?

Recommends return to old law.

Hoskins, District Superintendent of Police, Meerut.

Provisions sufficient, but more attention should be paid to the class of surety.

Cantor, District Superintendent of Police, Saharanpur.

Thinks Magistrates have too much power already. Would not increase it. Says that the defect in Indian Law is that a man cannot be

Smith, Magistrate, Muzaffarnagar.

punished—(1) for possessing property for which he cannot sufficiently account, and (2) for loitering with intent to commit a felony. Would assimilate Indian Law to English on these points, in order to more efficiently control suspicious characters.

Petre, Magistrate,
Aligarh.

A very small proportion of those called on to furnish security can do so; and the order practically means imprisonment and expense to Government. Some system might be devised for allowing such to be at large during the day and guarded at night. Zemindárs might be utilised for this where not in league with criminals; but they would not like it, and the expense would be punitive.

Nugent, Superintendent,
Dehra-Dun.

Would allow no security; but if a man is proved to be a bad character would imprison him.

Neale, Commissioner,
Agra.

See answer under question No. 41.

Finlay, Magistrate,
Agra.

The provisions are sufficient, but there is a difficulty in getting reliable evidence.

O'Brien, Inspector,
Agra.

The present provisions are sufficient.

Conybeare, Magistrate,
Muttra.

Thinks the provisions of the law are quite drastic enough: the only complaint against them is that they are too drastic. Thinks it is much easier at present to convict a man of habitual crime than to convict him of any specific offence.

O'Dowda, District
Superintendent of
Police, Muttra.

The provisions are quite sufficient; but the poorer classes of habituals are generally imprisoned, while the richer and more successful, such as zemindárs, landholders and so-called respectable natives, find security and go scot-free.

Rose, Magistrate,
Mainpuri.

Doesn't like the section. Thinks it is often made a means of oppression by unscrupulous Police officers. Requires a very careful and experienced Magistrate to work it.

Alexander, Magistrate,
Etawah.

The provisions are good enough, but there is decided difficulty in working them.

First, because the Police do not systematically collect proof against the accused.

Secondly, because there is such a lack of unselfish public spirit amongst the respectable well-to-do classes.

I have tried over and over again to get officers in charge of stations to keep up systematically note-books showing grounds of suspicion against men residing in their jurisdiction; but the pressure of work, the indolence and want of thoroughness in the native character, and, above all, the frequent changes at stations, have rendered the attempts a failure.

Over and over again one sees cases in which there is strong suspicion against some person or persons of having been concerned; but no legal proof; and if these were all carefully noted there would, in a few years, be a considerable body of corroborative evidence against some of these persons, which would very likely suffice to convict them under Section 110. But five years later the Station Officer has changed, the Magistrate who tried the case has probably been transferred, and the affair is, for all practical purposes, buried in oblivion, or is only recorded as a conviction against some accused, who was very likely merely the tool of the person on whom suspicion fell. I see no remedy for this except in, as far as possible, keeping on officers in charge of stations for at least four years, and in insisting on proper notes being kept in a regular register, to be passed on to succeeding officers. Nothing but the closest and most energetic supervision on the part of the District Superintendent of Police will even then suffice to render this register of real value.

Harrison, Magistrate,
Etah.

Considers the present provisions of the law sufficient.

Connell, Magistrate,
Bareilly.

Says security is very rarely extracted if furnished. Would add—(1) habitual protectors or harbourers of thieves, and (2) habitual aiders in the disposal and concealment of stolen property, to the definition given in Section 110.

Felton Smith, District
Superintendent of Police,
Bareilly.

The whole working depends on the views of the Magistrate who tries the case.

I think the fault in the provisions of the Criminal Procedure Code is in the terms of Section 117—the inquiry into the truth of the information. I think the *onus* of proving the information to be untrue should be laid on the accused in the first place, and *then*, if the Court thinks fit to call for evidence to rebut it and prove the truth of the information, it should be empowered to do so. I think Courts of District Magistrates could be trusted to deal fairly with this class of case if such a power was given; and it would relieve the Police and other informers of the obnoxious and difficult duty of bringing evidence against a man until he had in some way shown that he was entitled to the further inquiry into the truth of the information. If, for instance, after notice under Section 112, he appeared and was prepared to show cause by the production of his witnesses, then it would become necessary for the Magistrate to inquire into the truth of his information. But at present, after issue of the notice calling on an accused to show cause, the procedure required reverses the position, and makes it incumbent on the Police to show cause why the accused should be called on for security. In practice, when an accused appears he usually fails to show any cause, and merely denies the charge; but if he has had the influence to counteract the Police, the witnesses merely come in with a negative statement to say that they know little or nothing, and the case breaks down from timidity of prosecution. I am aware that this view may be considered severe; but I think some remedy is required for the present state of *non possumus*.

Bullock, Magistrate,
Bijnor.

Thinks the provisions are, as a rule, sufficient, and would be sorry to see them abolished.

Holmes, Magistrate,
Moradabad.

Considers the present law weak and inefficacious. Would have bad characters brought under strict surveillance by order of the Courts.

Thomas, District
Superintendent of
Police, Morad-
abad.

Thinks Section 110 not sufficiently stringent. Would add the words "persons of notoriously bad livelihood and dangerous characters." Would also make Magistrates' orders in these cases final.

Irwin, Magistrate,
Shahjahanpur.

Says such characters are usually in pay of zemindárs. Thinks Magistrates should be allowed to imprison well-known men of this class without giving them the option of finding security.

Macpherson, Magis-
trate, Pilibhit.

Advocates a return to the old law (Sections 505, 506, Act X of 1872). Also notices the difficulty Magistrates experience in fixing the amount of security to be required before taking any evidence.

Gray, Magistrate,
Allahabad.

The law is right enough, but the difficulty is in its application, especially where a zemindár protects the criminal, as then no outside evidence is procurable, and Police evidence is not, as a rule, considered sufficient. The law is, as a matter of fact, only efficacious when the Magistrate is a thoroughly competent and experienced officer, who recognises the fact that he is responsible, not only for the adjudication of cases, but also for the repression of crime in his sub-divisions.

Sharpe, District
Superintendent of
Police, Allahabad.

Would amend Section 110 so as to include the man who keeps a gang of *badmashes* to extort money by threats, and who is not liable to prosecution, as he only abets but does not commit extortion.

Hamblin, Magistrate,
Cawnpore.

Considers that the main defect in the system is that the superior Courts are too ready to interfere. Quotes a case in which the Judicial Commissioner twice upset an order under this section, which had been upheld by the Sessions Judge. Says Judicial Commissioner had no power; but if he assumes such authority, who can resist it?

White, Magistrate,
Benares.

I am certainly of opinion that the powers of Magistrates have been most seriously weakened by the amendment of the law in dealing with habitual offenders. The words "dangerous character" gave a Magistrate power to deal with city roughs and people of that kind which he does not possess at present. I would strongly recommend the revival of Sections 505 and 506 of the old Act.

Crooke, Magistrate,
Mirzapur.

Doesn't think Section 110 any good. Would re-introduce the old provision regarding persons of notoriously bad livelihood.

Luffman, District
Superintendent of
Police, Gorakhpur.

- Wyer, Magistrate, Basti. Thinks the provisions fair, and the section, on the whole, workable enough. Considers that Magistrates fix too high bail; and says it is preferable to have a bad character at large on bail than in jail, as when at large he is afraid to commit any crime for fear of having to forfeit his security.
- Rustomji, Magistrate, Ballia. Considers the provisions of Section 110 very efficacious, but would increase the powers given under the section by allowing first class Magistrates to imprison in default for two years without reference to the Sessions Judge.
- Bateman, Deputy Commissioner, Jalaun. Doesn't see how the present law can be improved.
- Currie, Commissioner, Sitapur. Would re-enact Sections 505, 506, Act X of 1872. The arguments used in 1881-82, for omitting these provisions, were far from conclusive, and are of still less weight now. As regards Section 110, it has been held that *badmashes* who intimidate witnesses, or otherwise cause the disappearance of evidence, are not punishable under Section 201, Indian Penal Code, because Section 110 deals with no specific offence, and is preventive, not punitive. This is a defect which should be remedied.
- Fitcher, Deputy Commissioner, Hardoi. The law is sufficient if properly worked. Appellate Courts play the mischief.
- Cowie, Deputy Commissioner, Kheri. The provisions of the section would be sufficient if the public would give more assistance in enforcing them. It is generally difficult to get evidence. Thinks a system of surveillance would be of practical advantage.
- Gibson, Deputy Commissioner, Bahraich. The law is good enough, but the difficulty lies in getting evidence.
- Barrow, Deputy Commissioner, Gonda. The difficulty in working the law lies in the class of evidence required. Suggests that District Magistrates should have special powers to take security without recording evidence on private enquiries and with no appeal.
- Quin, Deputy Commissioner, Partabgarh. Thinks Section 110 most useful if properly worked; but appears to consider that private spite and Police influence have in many cases too much to do with prosecutions under this section. Evidently prefers to work Section 75, Indian Penal Code, and thus to dispose of habituals.
- Tweedie, Deputy Inspector-General. No good results obtained from Section 110, Criminal Procedure Code, except during the period the bad character is actually detained in jail. To enable the Executive to deal effectually with these men, they should be placed under the same surveillance as *ex-convicts* on release from jail.
- Ryves, Assistant Inspector-General, Railway Police. Would revert to the old law as embodied in Sections 505, 506, Act X of 1872.
- Sherer, Personal Assistant. The provisions of the law are good enough if they were only worked more.

Question 45.—If in lieu of imprisonment, in default of furnishing security for good behaviour, Magistrates were empowered to order a suspected person to be subjected to strict surveillance, under rules similar to those prescribed in the case of proclaimed criminal tribes, do you consider the alternative would be of practical advantage, and would it be utilised by Magistrates?

- Hoskins, District Superintendent of Police, Meerut. Would imprison if security not furnished. Place under surveillance if security furnished.
- Cantor, District Superintendent of Police, Saharanpur. Surveillance no advantage. Could not be carried out. The present system is best—security or imprisonment.
- Steel, Judge, Aligarh. Does not think surveillance would or could be effectual. Would always imprison if security necessary.
- Petre, Magistrate, Aligarh. Is afraid there would be so many difficulties in the way of surveillance that the Magistracy could not make full use of it.
- Nugent, Superintendent, Dehra-Dun. Personally would not use the system, as presumably the Police have been looking after the accused: and if they could not catch him before there is small hope of their catching him afterwards.

See answer under question No. 44.	Neale, Commissioner, Agra.
The suggestion is a good one and would be fairly used by Magistrates.	Finlay, Magistrate, Agra.
Advocates imprisonment. Nothing else would be of any use.	O'Brien, Inspector, Agra.
Would first imprison and then subject to strict surveillance as suggested.	O'Dowda, District Superintendent of Police, Muttra.
Is in favor of the proposal if it could be worked, but says the force is overworked, and it would be difficult to manage unless assistance is given.	Alexander, Magis- trate, Etawah.
Considers the suggestion a valuable one and well worth a trial. Thinks such surveillance would have almost as deterrent an effect as imprisonment.	Harrison, Magistrate, Etah.
Prefers the present system.	Connell, Magistrate, Bareilly.
Surveillance would be of no use whatever. The Police are not sufficiently intelligent or numerous.	Felton Smith, Dis- trict Superintend- ent of Police, Bareilly.
Doesn't approve of surveillance. Thinks punishment is required.	Bullock, Magistrate, Bijnor.
Doesn't think surveillance would be effective, and believes that the persons placed under it could easily induce most Police Officers to make it very light.	Holmes, Magistrate, Moradabad.
Is very strongly in favor of the proposed plan of surveillance. Thinks it would work well and be most efficacious. It would supersede the questionable utility of taking security and imprisoning suspected classes.	Thomas, District Superintendent of Police, Moradabad.
Would prescribe surveillance in addition, to be used when evidence is not strong enough to order imprisonment.	Irwin, Magistrate, Shahjahanpur.
Doesn't think the proposed system of surveillance would be of any practical advantage.	Macpherson, Magis- trate, Pilibhit.
Considers imprisonment the best preventive, as the Police are short-handed and the population dense. Would, however, empower Magistrates to enter the names of bad characters in the register, and such order should entail all the prohibitions and penalties applied to criminal tribes under the Criminal Tribes Act. Thinks this procedure would be very efficacious.	Sharpe, District Superintendent of Police, Allahabad.
Would give Magistrate power to order surveillance instead of imprisonment. Thinks it would be very efficacious in cases of offences against property; but with respect to city <i>badmashes</i> who offend by extortion the punishment of imprisonment at first is most distinctly required. Surveillance after imprisonment might do some good in their case.	Hamblin, Magistrate, Cawnpore.
Is strongly in favor of a system of strict surveillance.	Adams, Commis- sioner, Benares.
Says the proposed law of surveillance is likely to be much more efficacious, but would retain both side by side. (<i>Refers to his answer to Government</i>).	White, Magistrate, Benares.
Certainly thinks that in the case of the more heinous crimes, such as poisoning, robbery and dacoity, the Courts should have power to order surveillance through the Police.	Crooke, Magistrate, Mirzapur.
Doesn't think the proposal would have any practical advantage.	Luffman, District Superintendent of Police, Gorakhpur.
Thinks the alternative would be seldom adopted, and that it is not therefore necessary to make any alteration in the law.	Wyer, Magistrate, Basti.
Thinks imprisonment the best form of punishment.	Rustomji, Magistrate, Ballia.
Thinks such a scheme would be hard to work.	Bateman, Deputy Commissioner, Jalaun.
I prefer the present plan. The Judicial Commissioner of Oudh's mischievous order regarding bad-livelihood cases should be rescinded. The orders of a former Judicial Commissioner, that bad-livelihood cases were only to be taken up locally during the cold weather, have, as I think I shall be able to show, tended in a minor degree to the increase of crime. The Judicial Commissioner, in his Annual Report of 1887, justifies this procedure, and writes that "the propriety of these orders, alike practical and just, is obvious." My experience and that of the majority of Magistrates and District Superintendents of Police with whom I have consulted on the matter, is that the obviously practical way the <i>badmash</i> takes these instruc-	Currie, Commis- sioner, Sitapur.

tions is to be as rampant as he chooses during nine months of the year, and *non est* during the other three, in the cold season, when Magistrates are on tour. I submit that these instructions are beyond the spirit and letter of the law, and would, if strictly acted up to, make provisions of Sections 109 and 110, Criminal Procedure Code, a dead letter. The remedy is simple: rescind these orders; for surely if the Legislature after full consideration has passed a certain enactment, there is no need to fetter men, considered fit to hold districts, with such unauthorised restrictions and limitations which diminish the deterrent effects of the law, and give to bad characters a certain way of eluding that law by remaining at large to prey at will on their honest neighbours, and increase our returns of crime.

- Pitcher, Deputy Commissioner, Hardoi. The proposal is impracticable.
- Cowie, Deputy Commissioner, Kheri. Yes; is in favor of the proposal.
- Gibson, Deputy Commissioner, Bahraich. Would add surveillance to, but not substitute it for, imprisonment.
- Barrow, Deputy Commissioner, Gonda. "If an appeal is allowed against the order of the Magistrate of the district, that a person is to be subjected to surveillance, this would make a good section for the Civil Procedure Code."
- Quin, Deputy Commissioner, Partabgarh. Considers surveillance would be most useful, especially in the case of the influential and much befriended *badmash* who is just the man we want to lay hold of, but who invariably escapes under the present law. Thinks it would be much utilised as an *addition* to a sentence of imprisonment or flogging.
- Tweedie, Deputy Inspector-General. Would have notorious bad characters placed under strict surveillance after release from jail.
- Ryves, Assistant Inspector-General, Railway. It would be a very good plan if carried out properly under strict rules. But I would not do away with imprisonment altogether; it should be left to the discretion of the Magistrate to order imprisonment or surveillance. In the latter case, the man should be banished from his house and associates to a distant district, to be constantly watched there by the Police. Returning to his home within the period named should subject him to arrest and imprisonment. A gang could thus be effectually broken up and dispersed. In sentencing persons to imprisonment in other offences who are habitual offenders or notorious bad characters, the Magistrate should be empowered to add in the warrant that on release the person convicted should be made over to the Police, to be kept under surveillance for a period not exceeding five years. If the life led by the individual has been exceptionally bad, the order should be accompanied by banishment as well. There should be no appeal from these orders of surveillance. In all foreign countries the Magistrates have power to order a man to be kept under surveillance on release at some named place under very strict rules, and there is no country in which it is more necessary than this.
- Sherer, Personal Assistant. Would empower Magistrates, in addition to a sentence of imprisonment, to order strict Police surveillance for a term of years. Says sentences of imprisonment are not sufficiently deterrent in this country: the mere going to a comfortable jail is not much punishment; but if the criminal knew that on release he might be subjected to the attention of the Police for perhaps five years he would possibly be less reckless in committing crime.

Question 46.—Can you suggest any practicable method for improving the present system of identifying habitual criminals, either by the use of photography, anthropometry, or by any other means?

- Hoskins, District Superintendent of Police, Meerut. Prefers photography to anthropometry. Says natives would never be careful in measuring.
- Cantor, District Superintendent of Police, Saharanpur. Thinks tattooing should be adopted. The disease is serious; the remedy must be adequate. Why not try the anthropometrical system?
- Petre, Magistrate, Aligarh. Recommends a trial of the Chinese system of identification by means of thumb marks.

Would vaccinate in some special part of the body, and would also employ anthropometry. Neale, Commissioner, Agra.

Refers to the following letter addressed to Government :—

I have the honour, with reference to High Court General letter No. 1 of 1890 and No. 4211 of 1890, forwarding Government letters, to forward for consideration of Government some suggestions regarding recognition of re-convicted prisoners.

Blennersssett,
Judge, Agra.

2. My excuse for doing so is that the matter appears to be still under discussion, and that I have seen it discussed for 25 years, at the close of which period it does not seem to be any nearer to solution than it was at the beginning.

3. I submit that the question naturally falls into two distinct parts :—

1st.—What is the true name and residence of the prisoner?

2nd.—Has any person of this name and residence been previously convicted?

4. The first part is to be ascertained only by an itinerant local Police officer visiting the spot, and taking oral evidence of respectable witnesses who identify the accused.

The second part is to be ascertained by a sedentary official keeping systematic registers and indices.

5. As far as I am aware, the second part is efficiently performed. The failure occurs in carrying out the first part ; probably the Police officer contents himself with writing to ask another Police officer whether a criminal named is entered in his register of convictions or not, without enquiring whether the criminal has given a true name or not. I hear that in this district there is a village inhabited by Mullahs ; the local Police believe that 80 per cent of the men have been convicted in other districts ; it is believed that not 7 per cent of convictions are entered in the books. I have not verified these figures, nor would it be easy to do so. The case at least shows where, in the opinion of practical Police officers, the failure occurs. I believe many cases could be found of one Police officer asking another to record the conviction of an offender residing in his circle ; whereas, in fact, no such person has ever resided in the circle, the name and residence having been falsely stated by the prisoner. The Railway Police, perhaps because they have free passes over the line, are believed to be far more successful than the District Police in identifying prisoners.

The records of the Registration Department are conclusive and exhaustive simply because identity is proved in every case : the Police records are imperfect and defective simply because proof of identity is neglected.

6. I am not aware of any orders requiring the Police to prove identity, or to tie the prisoner down to one name and one residence. If the prisoner changes his name and residence in order to escape justice, it seems to me plain commonsense that the Police should prove his true name and residence at the trial.

Remands should be granted for this purpose when necessary. The omission to prescribe such rules seems to me a remarkable defect in Police procedure.

7. I am of opinion that, subject to reasonable limits of time, trouble, and expense, the Police should ascertain, by local enquiry, the true name and residence of every person charged with offences that may be habitual, for a reasonable period, say, 5 or 10 years before trial : a distinct finding on this point should be recorded in the Police chalan, and the offender should be classified as having a permanent name and residence, or a changing name and residence, or as a wanderer with no fixed residence.

8. The Magistrate should enter the same classification in his warrant of conviction. Any prisoner giving a false name and residence, or refusing to give any residence, might be more severely punished according to the ordinary legal presumptions, that information withheld would, if ascertained, be prejudicial to the person withholding it. After conviction the Magistrate should, when necessary, order further enquiry so as to fully satisfy himself that the criminal has not changed his name in order to escape increased penalties under Section 75, Indian Penal Code.

9. If the Jail Administration were to provide one or more Central Jails for the reception of wanderers and persons of changing names and residences, there would be at least one body of permanent officials in these Provinces capable of recognising any doubtful prisoner when brought up for trial.

10. At such Central Jails might be kept the best descriptive-rolls known to science, only for this class of prisoner. The French system of anthropometry is believed to be singularly effective; a few simple measurements of the unchanging marks in the body enabling the Police to decide at once whether a given prisoner is one of some hundreds or thousands entered in a register or not.

11. These proposals may involve some extra expense for travelling. There can be no doubt, however, that if thieves travel, an efficient Police must travel too. Railways exist in nearly every district in the Provinces, and 3rd class fares are decidedly low.

12. I submit that the present system is a haphazard arrangement. There is no distinction drawn between the difficult and easy portions of the matter, and no attempt is made to concentrate effort on the real difficulties of the case. There is a want of method and comprehensive treatment throughout.

13. I have divided the criminals concerned into three classes:—

1st.—Those whose names and residences are well known.

2nd.—Those whose names and residences can be ascertained with moderate trouble and expense.

3rd.—Those whose names and residences cannot be so ascertained. I have proposed to leave the 1st class under existing rules; to lay further responsibilities on the Police as to the 2nd class; and to make serious efforts to deal with the 3rd class in a comprehensive manner, even at the risk of some extra expense.

I venture to hope that these proposals are more logical and methodical than the existing arrangement.

O'Brien, Inspector, Agra.	Would photograph after shaving, and would also mark with jail number and symbol of jail.
O'Dowda, District Superintendent of Police, Muttra.	Advocates photography.
Rose, Magistrate, Mainpuri.	Photography is defective as a means of identification, and impracticable in India. Anthropometry, as carried out in French prisons, is as near perfection as can be.
Alexander, Magis- trate, Etawah.	Advocates anthropometry supplemented by carefully written description. Balmokand, Deputy Magistrate, is in favor of marking.
Harrison, Magistrate, Etah.	Would supplement the present system of descriptive-rolls by photography. Thinks anthropometrical measurements would seldom be made with sufficient accuracy to be of any practical value.
Connell, Magistrate, Bareilly.	Doubts whether photography is any good, and whether anthropometry, unless much simplified, could be used in this country.
Felton Smith, Dis- trict Superinten- dent of Police, Bareilly.	Would give Magistrates power to imprison for one year any one who refused to give his real name and address!
Bullock, Magistrate, Bijnor.	Considers anthropometry as practised in France would be the most useful and simple method.
Holmes, Magistrate, Moradabad.	Advocates photography, but thinks the expense might stand in the way.
Thomas, District Superintendent of Police, Morad- abad.	Thinks photography would be useful but costly.
Macpherson, Magis- trate, Pilibhit.	Says anthropometry is the only system.
Sharpe, District Superintendent of Police, Allahabad.	Advocates some system of marking habituals, so that they could be at once recognised by Police and jail officials. Each jail to have its own mark. Thinks photography would be far too expensive.

Advocates the maintenance at jails of registers on the anthropometrical system. Hamblin, Magistrate, Cawnpore.

A scientific system of registration of criminals should be adopted in the Central Jails only, and in respect only of male native prisoners (including or excluding Burmans). Kitts, Judge, Jaunpur.

A system for registration and identification of criminals is perfectly possible if worked carefully; that is to say, if the more important skull measurements and identification of features are made and recorded either by the Superintendent himself or by a trained Medical Assistant. If the work is left to the English Jailer or to an untrained Assistant, more harm than good will result. One day a week could be set apart for registration of new arrivals. I will take up, first, the registration or formation of a descriptive-roll; and secondly, the formation of a register for identification of criminals.

The register of criminals now kept is utterly inadequate as a basis for classification for detective purposes. As a matter of fact, it fails to meet any such end. I would suggest that the descriptive-roll or register should be made upon the following lines:—

Descriptive-roll.

(1).—Photograph of profile: as the prisoner appeared when arrested.

Do. full face: do. do. do.

Do. profile: after being shaved.

Do. full face: do.

(2).—Name and father's name.

(3).—Caste and sub-division. Nos. 2 and 3 will be correct in the majority of cases; but are not always trustworthy in the case of some criminal tribes (*e. g.*, Sansyas call themselves Jats, Barwars call themselves Kurmis, &c.).

(4).—Height (*i. e.*, from ground to vertex).

(5).—Span of outstretched arms.

(6).—Length of left foot.

N. B.—The measurements for Nos. 4, 5 and 6 could be taken by a careful Jailer: those which follow could not be so taken.

(7).—Cephalic index (*i. e.*, *breadth of head*, length of head).

N. B.—These measurements must be taken with Index-callipers.

(8).—Arc from nasal notch toinion over top of head. This must be taken with measuring-tape.

(9).—Greatest circumference of head measuring from the glabella.

(10).—Arc from tragus to tragus over top of head.

(11).—Age as stated and as estimated by the Jail Superintendent.

(12).—Colour of eyes according to M. Broca's colour-types. This must be judged by the Jail Superintendent. The variety will be much more considerable than would at first be suspected.

(13).—Colour of skin according to M. Broca's colour-types, the colour being judged from the skin on the small of the back under the loin-cloth, because here the skin is least exposed.

(14).—Any distinctive marks on the body, either natural or artificial; *e. g.*, tattoo marks are important.

It now remains to prepare from the descriptive-roll a register, for detective purposes, which shall serve for fifteen thousand male prisoners. This would, I presume, be based upon the system of M. Alphonse Bertillon, which is "now adopted in France, Russia, Japan, Spain, Italy, the Argentine Republic and some parts of Germany, and is being adopted in several of the United States." The system is probably capable of some modifications in its adaptation to the Central Jails of the North-Western Provinces and Oudh; and it must be remembered that until the descriptive-rolls for, say, ten thousand male prisoners, have been scrutinised and tabulated, it is

impossible to draw up precise directions for preparing a detective register. My proposals for its formation must, therefore, be taken as merely tentative and not as precise. The principle on which the register is based is that of splitting up the entire number of criminals into divisions, splitting up each division into certain sub-divisions, and so on, and then allocating each criminal in the smallest divisional unit. The characteristics which I would propose to use for this classification are as follows :—

- (a).—Height : *cf.* point (4) in descriptive-roll.
- (b).—Length of head : *cf.* point (7).
- (c).—Breadth do. : *cf.* point (7).
- (d).—Arc from tragus to tragus : *cf.* point (10).
- (e).—Length of left foot : *cf.* point (6).
- (f).—Span of outstretched arms : *cf.* point (5).
- (g).—Estimated age : *cf.* point (11).

It is important to get these divisional characteristics in the best working order, and possibly that which I have suggested may not be best. For instance, the total population is, in the first place, divided into three classes according to height, and each of these classes is sub-divided into three series according to length of head, and so on. M. Bertillon's system uses, I believe, the following characteristics for classification, and in the following order :—

- (i).—Sex.
- (ii).—Height.
- (iii).—Length of head.
- (iv).—Breadth of head.
- (v).—Length of foot.
- (vi).—Span of arms.
- (vii).—Age.
- (viii).—Colour of eyes.
- (ix).—Length of middle finger.

It will be seen that the classification which I suggest omits—(i) sex, because I propose to keep a register for male convicts only, and also (viii) colour of eyes and (ix) length of middle finger, while it inserts (d) the arc over the head from tragus to tragus. I will now take up each point in order :—

(a).—*Height*.—The population may be divided into—

- (i) short, or those below 5 feet 3 inches ;
- (ii) medium, or 5 feet 3 inches to 5 feet 6 inches ;
- (iii) tall, or over 5 feet 6 inches. The object is to select such heights as shall sub-divide the total male population most nearly into three equal parts ; and a scrutiny of the descriptive-rolls would show what heights should be chosen. It might be that that—

- (i) under 5 feet 3 inches ;
- (ii) 5 feet 3 inches to 5 feet 5 inches, inclusive ;
- (iii) over 5 feet 5 inches would be more useful divisions. “ If any individual stands as regards height at the border of two classes, he is put into both.” In this way we get the male population of the Central Jails divided into three tolerably equal classes.

(b).—*Length of head*.—This measurement must be made with index-callipers. Here again, until a descriptive-roll for a sufficient number has been prepared, it is impossible to say what divisions should be fixed ; but the critical units of length having been determined, each class of long, medium, and short men is further sub-divided into three classes according to the length of head. This is a characteristic which is independent of a man's height, and the total population would thus be divided into nine tolerably equal classes. Probably no class would exceed 2,000 in number, at any rate for some few years

(c).—*Breadth of head.*—This characteristic again is independent of the former two, the cephalic index varying as much as from 58 to 98 in different races : and we have in India many more varieties of race than can be found in France.

(d).—*Arc from tragus to tragus.*—I then propose to insert the measurement, taken with a measuring-tape, of the arc over the top of the head from the tragus of one ear to that of the other. This is not only a measurement which is easily taken with accuracy, but it is also one which would, I believe, be extremely useful in Indian jails. Every one must have noticed the depressed heads of such tribes as the Doms, the Korkus, &c. I believe that this characteristic would be almost entirely independent of the three foregoing characteristics.

(e).—*Length of left foot.*—The next characteristic forming a basis of sub-division is the length of the left foot. It seems probable that most of the tall men would have the longest feet, and that most of the short men would have the shortest feet : and if so, this characteristic would not be independent of the first on the list, *i. e.*, height. On the other hand, many of the shorter men in India, *e. g.*, the forest tribes, use their feet much more than certain of the taller men, such as the Brahmins, Banyas, &c. ; and further, if length of foot varied constantly with height, this characteristic would not have been retained as a principle of classification in M. Bertillon's scheme, which is (it must be remembered) a scheme which is practically worked in several countries.

(f).—*Fathom or span of outstretched arms.*—Similar considerations attach to the classification by this characteristic ; and no final opinion as to the suitability of the characteristic can be given until a preliminary scrutiny of descriptive-rolls has been made. Possibly the length of the middle finger on the left hand might be found to be a characteristic better adapted for purposes of classification.

(g).—*Age.*—The last basis of sub-division which I suggest is age. This is the age not as stated by the criminal, but as estimated by the skilled observer. I should think it would be possible to sub-divide the population into four age-periods, *e. g.*—

- (i) under 25 ;
- (ii) 25 to 40 ;
- (iii) 40 to 55 ;
- (iv) above 55 ;

but perhaps it would be safer here also to adopt only three sub-divisions.

I need hardly repeat that the above bases of classification are merely put forward in a crude form : other bases of classification (*e. g.*, by the teeth) may be found to be more useful ; and no system of classification can be regarded as anything more than tentative until descriptive-rolls for the existing male population of our Central Jails have been prepared. Assuming that the points to be entered in the descriptive-roll have been determined, it is, I think, necessary to rely almost entirely upon the trained professional agency of the Jail Superintendent and his Medical Assistant for the measurements and identification of features ; *e. g.*, the identification of the eye-colour or the skin-colour with one of M. Broca's colour-types, could not be made satisfactorily by any one but a trained observer. The whole scheme, in fact, rests upon a descriptive-roll prepared with scientific accuracy.

Another point that must be insisted on is that accurate measurements can be much more simply taken and recorded under the metric system than under our English system of feet and inches, and all measurements should be so taken. Assuming that some such basis of classification is adopted, we get the entire male criminal population of our Central Jails

(say, 1,500 men) divided into $(3 \times 3 \times 3 \times 3 \times 3 \times 3 \times 3) = 2,187$ classes; and it is very improbable that any one of these classes would contain more than twenty or two-dozen men scattered over the six Central Jails. Classes Nos. 1 to 729 would contain all the short men, classes Nos. 730 to 1,458 would contain all those of medium height, and classes Nos. 1,459 to 2,187 would contain all the tall men. Taking the men of medium height, classes Nos. 730 to 972 would contain all those with long (*i. e.*, deep) heads, Nos. 973 to 1,215, all those with medium heads, and Nos. 1,216 to 1,458, all those with short heads. These are again sub-divided according to breath.

After making the descriptive-roll of any prisoner, his class is worked out from the seven divisional characteristics, and he is entered in that class in the detective register. One page would probably contain all the criminals in a certain class; and on this page are entered the remaining particulars (with copies of the photographs), *i. e.*—

- (i).—Name and father's name.
- (ii).—Caste and sub-division.
- (iii).—Circumference of head from glabella.
- (iv).—Arc from nasal notch over the head to the inion or occipital tuber.
- (v).—Colour of eyes.
- (vi).—Colour of skin.
- (vii).—Distinctive marks on body.

If it is desired to identify a suspected old offender, the practical working would be as follows :—The man's class is determined, say, to be either 243 or 687 : copies of the entries in these classes are obtained from each Central Jail. The particulars (i) to (vii) noted in the Jail Detective Register are compared with the suspected man; and the identification can be completed in any case desired by the photographs and full descriptive-roll.

I trust the foregoing sketch will be sufficient to show that a scheme for registration and identification of male criminals in these Provinces is at any rate practicable, although it is a scheme which requires for its basis a much more careful and scientific descriptive-roll than we at present possess.

N. B.—At the time of writing the above answer, I had not seen an article on "Mistaken Identity and Police Anthropometry," by E. R. Spearman, in the *Fortnightly Review* for March, 1890, which gives an able and lucid exposition of the system of Police and anthropometry.

Adams, Commissioner, Benares.	Considers anthropometry the best.
White, Magistrate, Benares.	Does not approve of photography; would adopt anthropometry.
Crooke, Magistrate, Mirzapur.	Thinks an anthropometrical record might be kept in Central Jails, but not in districts.
Luffman, District Superintendent of Police, Gorakhpur.	Would adopt photography and anthropometry. Considers the present system of descriptive-rolls very defective.
Wyer, Magistrate, Basti.	Appears to think there is no difficulty in recognising habituals. Says photography and anthropometry might be tried in the case of dacoits or criminals whose sphere of operations is extended.
Rustomji, Magistrate, Ballia.	Advocates photography.
Bateman, Deputy Commissioner, Jalaun.	Is in favor of photography, and thinks anthropometry a difficult art.
Currie, Commissioner, Sitapur.	Does not believe in the efficacy of photography or anthropometry; the only practicable remedy is <i>branding</i> . If British soldiers can be branded on dismissal, why not <i>badmashes</i> .
Pitcher, Deputy Commissioner, Hardoi.	Advocates the Chinese system by taking impression of the thumb.
Cowie, Deputy Commissioner, Kheri.	In large cities would have photography; elsewhere anthropometry.
Gibson, Deputy Commissioner, Bahraich.	Every man sentenced to two years or one for crimes against property should be photographed. As showing how bad the present system is, gives an instance of a Haburah with a completely deformed leg, who, though only released from the Lucknow jail two years previously, could not be identified from the records.

Photography far too cumbersome and at best uncertain after the lapse of a few years. Considers anthropometry as the only really safe method of identification, but holds that this also would be useless, unless all measurements taken by Superintendent of Jail himself.

Quin, Deputy Commissioner, Partabgarh.

Inclines to photography. Thinks anthropometry too delicate for natives to carry out or understand. Has seen many instances in which photography has been of great use in identifying habituals.

Tweedie, Deputy Inspector-General.

Would send habituals to Central Jails and Railway thieves to certain particular Central Jails, where they could be photographed and registers kept up of them.

Ryves, Assistant Inspector-General, Railway Police.

Advocates photography, as he thinks tattooing might be considered torture. Would have a photographic kit at each Head-Quarters of a district.

Sherer, Personal Assistant.



सत्यमेव जयते

OPINIONS

OF

DISTRICT OFFICERS & DISTRICT SUPERINTENDENTS OF POLICE

IN REPLY TO THE

Questions framed by the Police Committee.

PART II.

Question 1.—Should the Civil and Armed Police be kept entirely separate, or should the whole body of the Police be trained in the duties now performed by the Armed Police, i.e., drill, guards, escorts, musketry practice, &c. ? If so, to what extent and for what period ?

Hoskins, District Superintendent of Police, Meerut. Recruitment should be entirely separate for the two branches, but the recruits should be trained together for one year. Civil Constables should undergo a further course of training in the Reserve School, and should also be called in to undergo a short course of drill annually.

Cantor, District Superintendent of Police, Saharanpur. All enlistments for general service. Draft into separate branches after a period of probation, during which all recruits should be trained together. Separate lists for promotion purposes.

Nugent, Superintendent, Dehra-Dun. Would have the two forces entirely separate. Says the pay of the Civil Police should be the higher, and only the Constables need be drilled.

Neale, Commissioner, Agra. Would keep entirely separate.

Finlay, Magistrate, Agra. Would train both forces together. Thinks drill is good for Civil Police. Would draft into one branch or the other after a period of training. Time to be left to District Superintendent of Police.

Court, District Superintendent of Police, Agra. The Civil and Armed Police should be kept entirely separate, both as regards recruiting and promotion.

By all means thoroughly train the Civil Police in drill, in the duties of guards and escorts, and put them through the musketry practice and physical training for the first year of their service with a view to making them smart and teaching them discipline. But when once away from Head-Quarters, what chance will they have of handling a rifle again, unless rifles are furnished to each Police station? Therefore keep the men of the Civil Police up only in company drill and in sword exercises, but the officers thoroughly trained in drill and in all duties common to both Civil and Armed Police.

The Armed Police, on the other hand, who have *quasi*-Military duties to perform, should be kept up always thoroughly well drilled, up in the duties of guards and escorts, and go through an annual course of musketry, firing at least 80 rounds per annum each man.

With a view to keeping the officers up in drill, &c., every officer should spend 15 days a year with the Armed Police in the Reserve and go through the annual course of musketry: if this were fully carried out, the officers would be in a position, even at a Police station in the interior of the district, to teach the men and to keep them up to the mark.

The Civil Policeman, after his year of training with the Armed Police, should, before he is considered qualified to go to station duty, be thoroughly grounded in a Police School, under a Head Constable on Rs. 20 a month, in all the duties of a Policeman and in Law and Procedure. If at the end of six months he is not able to answer correctly at least three-quarters of all questions put to him in Law and Procedure, he should be put on half-pay till such time as he has qualified himself; and if at the end of a year he is still found ignorant, he should be discharged as a hopeless subject.

All officers of the Civil Police should be bound to pass the examinations proposed or referred to in reply to question 5 of Part I.

Should be enlisted and trained together for a year, and then drafted into the separate bodies according to requirements and qualifications. O'Brien, Inspector, Agra.

Enlistments for one force. All recruits to be trained together for one year, and then drafted into separate branches. All Policemen to understand that they may be called on to perform the duties of either branch. O'Dowda, District Superintendent of Police, Muttra.

Would keep them completely separate, but would give the Civil Police some training in drill, guards, escorts, &c. Rose, Magistrate, Mainpuri.

Would make all Police go through a course of drill lasting one year, and then draft to separate branches. After that, thinks a week or so training in drill each year would be sufficient. Does not think the Civil Police should be required to attend musketry practice, and would give them as little guard and escort duty as possible. Alexander, Magistrate, Etawah.

Would keep the two branches entirely separate. Thinks a smart soldierly appearance would be a positive disqualification for a detective. Would make the Armed Police as efficient as possible in drill and musketry practice, but thinks a few simple movements, not beyond squad drill, would be sufficient for a Civil Policeman to learn. Harrison, Magistrate, Etah.

Thinks all should be equally trained. Suggests three months. After a qualifying examination the Civil Police need only be called in at intervals, say, 15 days in two years. Bullock, Magistrate, Bijnor.

Would train both branches together for at least a year, and then draft into different branches. To do this there should be a reserve of from 30 to 50 men in each Head-Quarters reserve. Adds that Reserve Inspectors should all be attached to a British Regiment to learn their drill in the same way as Assistant District Superintendents of Police are now. Thomas, District Superintendent of Police, Meerabad.

Would train together for one year, and then draft into separate branches. The Civil Policeman should also, after six months, be required to pass an examination in his civil duties. Sharpe, District Superintendent of Police, Allahabad.

Would keep the forces entirely separate. The Civil Police only require to learn the elements of drill. Hamblin, Magistrate, Cawnpore.

Would have both forces trained together for six months to one year. Thinks the Civil Police ought also to learn drill, but perhaps might be partly excused the musketry course. White, Magistrate, Benares.

Thinks the Armed and Civil Police should be kept distinct, and that the drill of the latter should be of the simplest kind. Thinks the system of drilling Babus and other Office Clerks should be discontinued. Crooke, Magistrate, Mirzapur.

Recommends training all together for one year, and every man called in for a fortnight's drill annually. Wyer, Magistrate, Basti.

Would train both together, so that in case of emergency the Civil should be able to co-operate with the Armed Branch. Rustonji, Magistrate, Ballia.

Would train together for one year after enlistment.

Bateman, Deputy Commissioner, Jalaun.

Should remain as they are now. Distinct from one another and amenable to present rules as regards drill and training.

Currie, Commissioner, Sitapur.

Would train together for six months and then separate.

Butts, Deputy Commissioner, Sitapur.

The whole body should be trained together.

Pitcher, Deputy Commissioner, Hardoi.

Would keep entirely separate, but would give Civil Police a certain amount of training in Company drill, manual and firing exercises, &c. Cowie, Deputy Commissioner, Kheri.

Would not keep the forces entirely separate. Would make the Civil Policeman also learn drill up to a certain point, but does not think musketry necessary. Thinks the fear of having to learn drill and musketry has deterred many a man, who would have made a good Civil Policeman, from entering the force. Ferrar, Commissioner, Fyzabad.

The whole body should be trained together for a time and afterwards separated. The Civil Police should be the picked men intellectually and morally. All Policemen prefer thana life to employment with the Armed Branch. Barrow, Deputy Commissioner, Gonda.

Tweedie, Deputy Inspector-General.	Would train together for one year and then separate.
Ryves, Assistant Inspector-General, Railway Police.	Would train together for one year and then separate. Deprecates subsequent transfers.
Berrill, Assistant Inspector-General, Special.	Would train together for one year and then separate. Would like to see Mounted Branch abolished.
Sherer, Personal Assistant to Inspector-General of Police.	Would train together for one year and then separate.

Question 2.—What subsequent training would you propose for—(1) Constables, (2) Officers?

Hoskins, District Superintendent of Police, Meerut.	All officers and men should be called in annually up to ten years' service, at least, for a course of training of a month's or at least a fortnight's duration. The officers' course should be Law and Procedure, drill, musketry and riding. The men should be instructed in ordinary routine work, drill and musketry. Every man should be examined before he returns to his station. This can only be done if there are sufficient reserves.
Cantor, District Superintendent of Police, Saharanpur.	Would make all Investigating Officers do the duties of a Station Moharrir for at least six months before being confirmed. All officers and men should be called in for a period of training annually, till at least ten years' service.
Neale, Commissioner, Agra.	Both Constables on first joining and candidates for promotion to officers' rank should, while learning their drill, undergo training for at least three months in the routine of their duties.
O'Dowda, District Superintendent of Police, Muttra.	Advocates further training for Civil Constables in departmental duties and an annual course of instructions in drill, &c., for one month a year up to ten years' service. Officers should also have a month's training annually.
Alexander, Magistrate, Etawah.	Would make all below the rank of Investigating Officer go through a short course of training each year. Would relieve officers of this, as they have other more important duties to perform.
Bullock, Magistrate, Bijnor.	Thinks officers and men should be equally trained, that the qualifying examination should be a real one. After this, Civil Police should be called in for drill 15 days every third year.
Thomas, District Superintendent of Police, Moradabad.	Would never allow an illiterate man to become an officer, and would weed out all who are now officers. Would instruct all literate Constables and all officers of the Civil Police in the Criminal Procedure Code and Police Law.
Sharpe, District Superintendent of Police, Allahabad.	All Police should be considered as under training for two years from date of enlistment, and liable within that period to be discharged for inefficiency without appeal. Would also examine literate Constables half-yearly to keep them up to the mark, and to secure the promotion of the best men. Would have a yearly examination in drill, Law and Procedure for Head Constables and exempt Sub-Inspectors, except for the examination qualifying for Inspectorship.
White, Magistrate, Benares.	The average Constable after a year's training in the lines, where he should of course receive some Civil as well as Military training, should be sent to some <i>urban</i> Thanadar—a good and efficient Sub-Inspector—and there he must learn his work. For men of more than average intelligence and smartness, there will be many openings, as Orderlies to District Superintendents of Police and Inspectors, in the Head-Quarters Office and in the Courts.

No better training for an officer can be had than as Assistant to a good Visiting Inspector. So far as possible, recruits of all grades under training should be kept at Divisional Head-Quarters, where the best District Superintendents of Police and Reserve Inspectors should be posted. In small rural districts there should be as few men under training as possible. The great advantage in this will be that frequent inspection by the superior officers of Police will be facilitated. At such Divisional Head-Quarters there should be a good Police School, in which the elements of Criminal

Law should be taught, and where the men should be taught such subjects as—

- (a). The character and history of criminal tribes.
- (b). The dodges and devices of swindlers and cheats.
- (c). A good, plain, simple Urdu style of writing without much intermixture of barbarous Persian and Arabic.
- (d). A certain amount of arithmetic.
- (e). The geography of Hindustani paper.
- (f). Signs and symptoms of cholera, insanity, epilepsy, snake-poisoning, poisoning by opium, by dhatura, by arsenic, &c., and other such matters which will be useful to them in their work.

Examinations in *Police lore* should be held periodically for all grades of men under, say, five years' service, and rewards given for passing with special credit.

As regards drill, would recommend no periodical training for the Civil Police. As regards detective training, thinks no Civil Policeman should be allowed to conduct an enquiry till he has learnt his work under an experienced Head Constable or Sub-Inspector.

Crooke, Magistrate,
Mirzapur.

Would attach officers to Native Regiments for a two-months' course of drill, and every Assistant District Superintendent of Police should be attached to a British Regiment for six months at least.

Wyer, Magistrate,
Basti.

Would examine Constables periodically in their knowledge of their beats, and call in officers to examine in Law and Police duties at intervals, till they have reached a certain grade of Sub-Inspector.

Bateman, Deputy
Commissioner,
Jalaun.

Would appoint a Constable on probation for six months, and only confirm when found fully efficient, clean, smart, intelligent and subordinate. No Constable in the Armed Branch should be promoted to the post of Head Constable unless he is well up himself and able to instruct a body of men in drill. Men who have attended a course of instruction and are efficient in drills should have a preferential right to promotion.

Currie, Commissioner,
Sitapur.

Recommends an annual training as for reservists in Native Army.

Tweedie, Deputy
Inspector-General.

Recommends an annual training as for reservists in Native Army up to five years' service. Nominal rolls to be kept in two parts—(1) up to five years, (2) over five years' service.

Ryves, Assistant Ins-
pector-General,
Railway Police.

Subsequent training at District Superintendent of Police's pleasure.

Berrill, Assistant
Inspector-General,
Special.

Recommends an annual training as for reservists in Native Army.

Sherer, Personal
Assistant to Ins-
pector-General of
Police.

Question 3.—Have you any suggestions to offer for the improvement of the present rules for departmental examinations as contained in the Police Manual (pages 22 to 26), and Inspector-General of Police's Circular No. 19, dated 7th September, 1889.

Thinks the examination of *Assistants* is not searching enough. Would suggest a further examination in practical Police work. For *Inspectors* the examination should include the Evidence Act. Although knowledge of Law and Procedure should be demanded, the drill test should be made more searching, and questions should be set, testing practical knowledge of Police work. Examinations should be held every six months, and no one should be appointed an Inspector till he has passed all tests. *Sub-Inspectors* should be examined in writing and not merely in *viva voce*. Examination should be held six-monthly in districts, but Inspecting Officers should look over papers and report on results. Examinations for promotion to the rank of *Head Constable* should be held by District Superintendent of Police, and should comprise written papers on the Criminal Procedure, the Penal Code, and the Police Act.

Hoskins, District
Superintendent of
Police, Meerut.

- Cantor, District Superintendent of Police, Saharanpur. Would insist on a *thorough* knowledge of Law and Procedure. Would add the Evidence Act and simple arithmetic to the subjects, and would also make all officers pass in riding.
- Nugent, Superintendent, Dehra-Dun. Would make Assistant District Superintendents of Police pass in the Evidence Act.
- Neale, Commissioner, Agra. The present rules are sufficient if fully carried out.
- Finlay, Magistrate, Agra. Present rules fair. Would add Hindi as a subject, and thinks all officers should know something of the Law of Evidence.
- Court, District Superintendent of Police, Agra. See reply to question 5, Part I; and questions 1 and 2, Part II.
- O'Brien, Inspector, Agra. Would have half-yearly examinations of a more searching nature, both in law and drill.
- O'Dowda, District Superintendent of Police, Muttra. Considers the present rules quite sufficient if properly acted up to, and the examination not made a farce as it now is.
- Alexander, Magistrate, Etawah. Suggests—(1) that all Inspectors, whether British-born subjects or natives, should be required to *read* Urdu with facility. Would make Court Inspectors a special branch, and require only Inspectors and Sub-Inspectors, who wish to enter the branch, to pass the examination for it.
- Thinks that the Civil Police should be exempted from the drill-test, but should be required to know the rules regarding escort of prisoners and the duties of a sentry and of an officer in charge of a Police guard.
- Harrison, Magistrate, Etah. Suggests a special examination for Inspectors to be held once a year or oftener at Divisional Head-Quarters with a District Officer as President of the Committee.
- Thomas, District Superintendent of Police, Moradabad. Thinks the present examination insufficient. Has known Assistant District Superintendents of Police who could neither write English nor spell correctly. The Reserve Inspector had therefore to run the show. Would have a much stricter examination, the same as for the Irish Constabulary, and would make Reserve Inspectors learn their drill with a British Regiment.
- Sharpe, District Superintendent of Police, Allahabad. Inspectors' and Sub-Inspectors' Examination should be much more searching. Questions should be asked in the Evidence Act. The examination should be half-yearly, and failure to pass in four tries should entail reduction in original grade. Head Constables should be examined yearly, and literate Constables half-yearly.
- White, Magistrate, Benares. Would examine in what he calls Police lore and literature, *i. e.*—(1) character and history of criminal tribes; (2) dodges and devices of swindlers; (3) signs and symptoms of cholera, epilepsy, poisoning, &c. Would also encourage the study of Hindi, Mahajani, Kayesthi and, above all, the adoption of a simple, plain style of Urdu composition.
- Crooke, Magistrate, Mirzapur. Deprecates annual examination of Station Officers. Thinks it presses hardly on senior men in charge of heavy stations. Points out that Judicial Officers only have to pass one test. Extend the same rule to Station Officers unless their work shows that they have failed to keep up their knowledge of law.
- Wyer, Magistrate, Basti. Says District Superintendents of Police have very little knowledge of law, and that the vernacular test requires to be much more strict.
- Bateman, Deputy Commissioner, Jalaun. Would add the Law of Evidence to the list of subjects.
- Currie, Commissioner, Sitapur. Would make all Inspectors pass the examination for *Gazetted* Officers, and would add the Evidence Act to the list of subjects.
- Cowie, Deputy Commissioner, Kheri. Present rules sufficient if acted up to. Would promote no one to rank of Head Constable till he has passed an examination in Procedure, and shown himself fit to conduct an investigation.
- Tweedie, Deputy Inspector-General. Maintain existing rules, only adding Evidence Act to list of subjects, and having a riding test.
- Ryves, Assistant Inspector-General, Railway Police. *For Inspectors.*—Half-yearly at Divisional Head-Quarters. Examination to include Evidence Act and Miscellaneous Criminal Acts, Opium, Excise, Gambling, &c. The examination to be made more searching, and fourth failure to entail reversion.

For Sub-Inspectors.—Same examination as for Inspectors in drill and vernacular. The paper in Law, Procedure and Police duties should be more searching.

For Head Constables.—Examinations should be held locally. Printed certificates should be given to all who pass. Subjects to be shown in which they obtained most marks.

Examinations to be more searching—should be in drill, Law and Procedure, with riding for officers, and also a practical examination in duties.

Berrill, Assistant Inspector-General, Special.

The rule requiring every man on promotion to the grade of Sub-Inspector to pass a *viva voce* examination is a dead-letter. Inspectors' Examination should be made more searching; they should be required to have a *thorough* knowledge of Penal and Criminal Procedure Codes and Law of Evidence. The drill-test should be no longer a farce, and they should have to pass a riding test.

Sherer, Personal Assistant to Inspector-General of Police.

Question 6.—Do you consider that the rules regarding promotion in the Police Force, as contained in the *Manual of Government Orders, Department VIII, pages 1 to 4*, are sufficient; or do you think they require amendment; and, if so, in what particulars?

With regard to the rules about promotion, I think they should be amended in various ways. I would give the District Superintendent of Police full powers of promotion and punishment by fine, suspension and dismissal over his whole force up to the grade of Sub-Inspector, and I would allow an appeal against his order to the Magistrate. I would keep the promotions and punishments of the Sub-Inspector in the hands of the Magistrate, allowing an appeal to the Commissioner. I would allow an appeal to the Magistrate by a Constable or Head Constable who had been punished or passed over, and to the Commissioner by a Sub-Inspector who had been punished or passed over. The effect of these changes would be to materially strengthen the authority of the District Superintendent of Police, and to diminish the work of the Magistrate. It would also nearly extinguish the interference of the Commissioner in District Police concerns, and this is in no way to be regretted, as the Commissioner can have but the faintest knowledge of the merits and demerits of the rank and file of the force. In practice, he always accepts the recommendations of the local officers. Promotions, &c., among Inspectors must rest with the Inspector-General.

Finlay, Magistrate, Agra.

Question 7.—Do you think that District Superintendents of long standing on the one hand, and young officers, who have recently joined, on the other, should have equal powers as regards appointments, promotions and punishments? If not, what modification would you propose in the existing rules?—(*Government Manual, pages 1 to 4, Department VIII*).

District Superintendents of Police should be divided into two classes as regards power to appoint, promote and punish officers and men:—*Class I.*—District Superintendents of Police to exercise power of appointing, promoting, punishing and transferring within the district all members of the force under their command below the rank of Inspector without the concurrence of the Magistrate of the District. *Class II.*—District Superintendents of Police to exercise the powers of appointing, promoting and punishing officers and men as laid down in rules contained in the *Manual of Government Orders, Department VIII, pages 1 to 4*. After five years' service as permanent District Superintendent of Police, the Inspector-General to decide which class the officer is to be put in. It would rest with the Inspector-General to subsequently transfer an officer from one class to another.

Hoskins, District Superintendent of Police, Meerut.

Would have two classes of District Superintendents of Police:—*Class I*—to act independently. *Class II*—to act as at present under Magistrate's orders. Inspector-General to have power after five years' service to decide to which class an officer is to belong, and to have authority to transfer from one class to another.

Cartor, District Superintendent of Police, Saharanpur.

- Smith, Magistrate,
Muzaffarnagar. Does not see how invidious distinctions can be made.
- Petrie, Magistrate,
Aligarh. Would not alter the present rules. Thinks Magistrates should have the power to interfere, if necessary.
- Nugent, Superintendent,
Dehra-Dun. Would make no distinction. Has not found District Superintendents of Police recently appointed worse policemen than some old hands.
- Neale, Commissioner,
Agra. Thinks no such distinction can be made.
- Finlay, Magistrate,
Agra. Does not see where the line is to be drawn.
- Court, District
Superintendent of
Police, Agra. No officer under five years' service should ever be put in charge of a district. With this proviso all District Superintendents of Police should have equal powers.
- O'Brien, Inspector,
Agra. Would confer independent power on officers of first and second grade selected by Inspector-General.
- O'Dowda, District
Superintendent of
Police, Muttra. Much the same ; but classification to be made after six years' service, including two years in charge of a district.
- Rose, Magistrate,
Mainpuri. Would make no distinction. A young officer is sometimes just as good as an officer of long standing, and exercises just as much discretion.
- Alexander, Magistrate,
Etawah. No ; certainly not. I think District Superintendents of over seven or even five years' standing should have a much freer hand than the present rules give them. But, of course, an officer of great general experience may be deficient in local knowledge, at all events, for some little time after he joins a district ; and also there are unfortunately some officers who take less and less interest in their work the nearer they get to their pension, and who are not unlikely to allow native subordinates unduly to influence their selections for appointment and promotion. The matter is, therefore, not an easy one to lay down rules for. Again, it must make a great difference if the Magistrate is an officer of long service and of special experience, or a youngster who has only been three or four years in the country. It is quite wrong, in my opinion, that a District Superintendent of perhaps 20 years' service (as a District Superintendent of Police), and thoroughly competent to do his own work, should be treated as an Assistant to one of these Junior Magistrates, and the anomaly ought to be altered. On the other hand, it unfortunately happens that under the present system there are an appreciable number of District Superintendents of Police who, even after seven years, are not fit to be left in really independent charge. The only remedy I can see is either to have all District Superintendents of Police Covenanted Civilians or Officers of the Staff Corps of not less than five years' service in the country ; or to leave the extent to which the Police work is to be under the Magistrate to be fixed, from time to time, by order issued by the Commissioner, with the sanction of the Inspector-General. The latter course must give a good deal of trouble as the order must be for a particular district on the existing state of affairs there, and may require changing at short intervals even for this one district. But I do not see that it need prove impracticable.
- Harrison, Magistrate,
Etah. Would make no distinction, but would not give an Assistant District Superintendent charge of a district, except temporarily, unless he were fit to exercise all the powers of a District Superintendent of Police. Incompetent Civilians have been passed over for districts, why not incompetent Assistant District Superintendents of Police.
- Bullock, Magistrate,
Bijnor. Would put no Assistant District Superintendent of Police of under three years' service in charge of any district, except temporarily.
- Thomas, District
Superintendent of
Police, Moradabad. Would give District Superintendents of Police of twelve years' service and over enhanced powers. Thinks this would render the service more popular, and strengthen the hands of Magistrates in large districts.
- I consider the rules referred to (pages 1 to 4 of *Government Manual*) should be entirely cancelled with regard to District Superintendents of Police of five years' standing and upwards, providing the officer is considered by past service to be qualified and mentally competent to work his Police independently, subject to the general control of the District Magistrate. I think for young officers and likewise for weak and incapable District Superintendents of Police, the present rules are necessary ; but for competent and experienced officers, of ten, fifteen and twenty-five years' service, the rules are conducive to half-hearted energy and to poor administration. To place an officer in charge of a force numbering thousands of men, and

work much more important than the command of a regiment, and to expect him to manage it in a highly efficient manner without absolutely any independent powers, is to look for an absolute moral impossibility. I have known District Superintendents of Police of twenty, twenty-five and thirty years' service placed under the orders of young Magistrates of three and four years' service. Such a state of affairs speaks for itself.

Does not think any modification, according to seniority, is either practicable or necessary. Irwin, Magistrate, Shahjahanpur.

Would draw the line at five years' standing as District Superintendent of Police. Over that period asks for complete emancipation from control. Would give Inspector-General of Police power to withdraw the privilege from officers who abused it. Sharpe, District Superintendent of Police, Allahabad.

Does not see how any distinction can be made so long as the District Superintendent is the Magistrate's Assistant in the Police Department. In practice, all Magistrates give a freer hand to an experienced District Superintendent than to a young and inexperienced, but that must be left to the Magistrate's discretion. There cannot be two heads of a Department. Hamblin, Magistrate, Cawnpore.

No distinction can be made as the oldest as well as the most junior District Superintendent of Police is the official in whom the administration of the Police rests, and neither can be more or less under the control of the Magistrate than the law directs. Denniston, Magistrate, Hamirpur.

Considers it would be most impolitic to make any such distinction. Says it would be easy to meet the difficulty by appointing District Superintendents of Police on a better principle than the present, and providing for their proper training. Kitts, Judge, Jaunpur.

Says no such rule is possible. The real cure for differences of opinion between District Superintendents of Police and Magistrates lies with Inspector-General of Police and Government. If District Superintendent of Police is sensible, he can depend on his Magistrate if he also is sensible; if not, "*ridrant consules*." White, Magistrate, Benares.

Would maintain present rules, but would allow officers of twelve or fifteen years' standing power to impose fines and short periods of suspension, entering the same in Magistrate's order book for his information: power being given to Magistrates to call for the record and set the order aside if he thought it necessary to do so. Crooke, Magistrate, Mirzapur.

Would allow no officer to be placed in charge of a district under five years' approved service. Says this would not matter so much were not the District Superintendents of Police practically independent. So long as District Superintendents of Police are treated as heads of a separate and semi-independent Department, the present custom of appointing officers of very short service to the charge of districts is fraught with the worst results, both to themselves and to the public. Wyer, Magistrate, Basti.

Would make no distinction. No man should be appointed unless he is fit to exercise all the powers of a District Superintendent of Police. Rustomji, Magistrate, Ballia.

Thinks it might add to the position of District Superintendents of Police, and to the status of the Police all round, if District Superintendents of Police of over twelve years' standing were more independent of the Magistrate, especially as regards awarding punishments. Bateman, Deputy Commissioner, Jalaun.

Would divide District Superintendents of Police into three classes:— Currie, Commissioner, Sitapur.

- (1). *Newly appointed*.—Subject to all the provisions of the rules in *Government Manual*, VIII, pages 1 to 4.
- (2). *Between eight and fifteen years' standing*.—Would allow these to have power of inflicting departmental punishments (omit first sentence of page 2 (c) G. O. No. 377, dated 2nd June, 1881, and also powers of transfer (omit page 2 (d) G. O. No. 135, dated 20th September, 1879), without Magistrate's concurrence.
- (3). *Over fifteen years' standing*.—Would give these the powers mentioned above, and also the powers quoted in Question II, Part I.

Would not give these powers to District Superintendents of Police of second and third class as a matter of a right after so many years' service, but personally by notification in *Gazettes*. Some men may be quite unfit after fifteen years' service, and some may never be fit to be trusted with these powers at all.

Butts, Deputy Commissioner, Sitapur. No District Superintendents of Police should be appointed till they are fit to exercise these powers.

Pitcher, Deputy Commissioner, Hardoi. Would divide into two classes. Under and over seven years' service: the former to be under present rules, the latter to have powers of punishment, &c., without sanction of Magistrate.

Horsford, Deputy Commissioner, Hardoi. Both should have equal powers, and far more than they have now. Sanction of Magistrate not necessary. Appeals should be made to Deputy Inspector-General. Magistrate to have power to punish or to refer case to District Superintendent of Police for disposal. Thinks Magistrate should interfere as little as possible with Police administration.

Cowie, Deputy Commissioner, Kheri. For District Superintendents of Police under five years' standing the present rules should stand; but District Superintendents of Police over five years' standing should have more power with regard to promotions, transfers and punishments.

Ferrar, Commissioner, Fyzabad. All orders of a District Superintendent of Police under twelve years, regarding appointments, dismissals, &c., should be under sanction of Magistrate. Above twelve years, sanction not required.

Barrow, Deputy Commissioner, Gonda. Would make no distinction.

Tweedie, Deputy Inspector-General. Would draw the line at five years' service as District Superintendent of Police, and would give Inspector-General power to withdraw privilege at any time.

Ryves, Assistant Inspector-General, Railway Police. Would draw the line at eight years' service as District Superintendent of Police. Below this would maintain present rules. Above, would give free hand in promotions up to Sub-Inspector, appointments up to Head Constable, and punishment short of dismissal up to Sub-Inspector. Inspector-General to have power to withdraw privileges.

Berrill, Assistant Inspector-General, Special. Section 4, Act V of 1861, lays down that "the administration of the Police throughout the local jurisdiction of the Magistrate of the district shall, under the general control and direction of such Magistrate, be vested in a District Superintendent," &c. In the case of senior Police Officers, District Superintendents of long service and great experience, I would advocate their being placed in independent charge (the same as the District Heads of other departments are), in direct subordination to the Inspector-General and his deputies, the Magistrate simply exercising a *general* control. In administering a Police force the most essential point is the strict maintenance of discipline, and, with reference to this, I would point to instances when the District Superintendent is a man of twenty to twenty-five years' experience, a young Magistrate of three years' service, placed temporarily in charge, exercises not a general but a direct control, and, disregarding the fact that the judgment was based on experience gained after long service, interferes. The maintenance of discipline under such circumstances is almost an impossibility. In instancing such interference the cases of even old Military Officers, such as Colonels Cantor and Butler, can be referred to. That independent charge by old and experienced officers, without direct control on the part of Magistrates, has not proved injurious to Police administration, I would quote the case of the Government Railway Police, which has all along been under the direct superintendence of a District Superintendent, under the control of the Inspector-General only. I would not suggest that this independence be granted to all officers alike, but be limited to officers of five years' experience and above, and that this experience be calculated from the time an officer commenced his career as a permanent District Superintendent: temporary appointments in that grade not to count, and further, that such independence of action be withdrawn from any officer not considered worthy to exercise it.

Sherer, Personal Assistant. Says this depends on the class of men appointed to the gazetted grades. If they are all English-educated gentlemen, then he would draw the line at five years, and after that give District Superintendent of Police

full control. If, as at present, you are to have one District Superintendent, an English gentleman, the next an Eurasian of the lowest type with a brother an Inspector in the same force, the third a Native Nawab and the fourth a promoted Inspector, originally a trooper in a dragoon regiment, then matters had better stand as they are.

Question 8.—Do you consider the present scale of punishments and the system of awarding them satisfactory, or would you propose any alteration therein? —(Vide pages 32 to 35, Police Manual).

Present punishments not good. *Fine* unsuitable.

Hoskins, District Superintendent of Police, Meerut.

Reduction only suitable for officers, not for men. *Suspension* merely another form of fine, which entails loss of service to Government, and payment of subsistence allowance to the culprit; has also lost half its sting owing to High Court's recent orders regarding suspensions.

Cantor, District Superintendent of Police, Saharanpur.

Separate reference. *Dismissal* in many cases too severe. Advocates among punishments, extra and pack drill, quarter-guard for seven days or confinement to Lines for fourteen days.

Present rules generally satisfactory.

Petre, Magistrate, Aligarh.
Nugent, Superintendent, Dehra-Dun.

Thinks the scale fair enough, but would make the District Superintendent of Police entirely responsible for the discipline of the force. Appeals should lie to Deputy Inspector-General. The present system is unsatisfactory both to Magistrate and District Superintendent of Police.

The rules look very well on paper, but somehow they don't work well. "So much depends on the District Superintendent of Police and the chief native officers that where these are lax no code of punishment is of any help. This is one of the most important and yet the most difficult of all the questions of reform."

Neale, Commissioner, Agra.

Would give District Superintendent of Police power to fine up to one month's pay or suspend for two months without reference to Magistrate, but would allow appeal to Magistrate.

Finlay, Magistrate, Agra.

Would authorise District Superintendents of Police to punish exceptional cases with confinement in the quarter-guard for 168 hours. Punishments of Inspectors should be in the hands of the Inspector-General of Police. From Sub-Inspectors downwards, in the hands of the District Superintendent of Police, the record being sent to the Magistrate for information, and he could refer to Inspector-General of Police any case in which he might consider there had been a failure of justice.

Court, District Superintendent of Police, Agra.

Would allow quarter-guard for seven days. Pack drill for fourteen days with confinement to Police Lines.

O'Brien, Inspector, Agra.

Advocates the same class of punishments as Hoskins.

O'Dowda, District Superintendent of Police, Muttra.

Thinks the present scale and system work very well, and that all that is required is discretion in working them.

Rose, Magistrate, Mainpuri.

I think the system is good enough, but in all cases where the District Superintendent of Police is an officer of over seven years' standing (as District Superintendent of Police), I would leave the punishment of officers below the rank of Inspector in his hands, and not require the concurrence of the District Magistrate, who should, however, be always entitled to represent any case in which he disagreed with the District Superintendent of Police's action to the Inspector-General, either direct or through the Commissioner.

Alexander, Magistrate, Etawah.

Where the District Superintendent of Police is an officer of less than seven years' standing, I would allow an appeal to the Magistrate of the District from any order of dismissal or *permanent* reduction, but would not require the Magistrate to record his concurrence (or sanction) to departmental punishments, except those which he confirms on appeal. District Magistrates have so much work to do that it is advisable to relieve them of this duty, more especially as they seldom have such an intimate knowledge of the characters of the men, and of the facts of the case, as to be able to really set the District Superintendent of Police right if he has gone wrong.

- Harrison, Magistrate, Etah. Has no objection to the scale as laid down ; but thinks fines are too often inflicted.
- Bullock, Magistrate, Bijnor. Says there is urgent need of the power of dismissing Police Officers up to Sub-Inspector for corrupt and improper conduct, of which there is not sufficient proof to bring before a Court of Justice, but of which there is ample moral proof. Would give District authorities power to dismiss men who, they are convinced, have been guilty of corrupt practices. Thinks the power should be exercised under the orders of the Inspector-General of Police, whose decision on a confidential report should be final. Adds that most Magistrates have felt the sense of helplessness in the face of acknowledged corrupt practices, and their hands want strengthening in dealing with this class of case.
- Thomas, District Superintendent of Police, Moradabad. Would alter the whole system and give District Superintendents of Police full powers. Until this is done natives will not respect District Superintendents of Police. They know he has no power whatever over them, and therefore hold him in contempt. Says the whole force is more or less impregnated with the poison.
- Irwin, Magistrate, Shahjahanpur. No amendment necessary.
- Sharpe, District Superintendent of Police, Allahabad. Would add the punishment of confinement to cells in quarter-guard for fourteen days or less. The present scale is not good. *Fines* are looked on with disfavor. *Suspension* is unsuitable, causes injury to work, and is, as a rule, simply another mode of giving leave without pay as District Superintendent of Police cannot confine to the Lines a man under suspension, as under the law he is not amenable to Police discipline. Would give to District Superintendents of Police the same powers with regard to punishments as to promotions (*see answer 7*). As regards Armed Police, Magistrates should not interfere. Appeals should lie to Deputy Inspector-General or Inspector-General of Police.
- White, Magistrate, Benares. Says it is difficult to know how to punish policemen. Deprecates fines. High Court has ruled that a policeman under suspension cannot be punished (?) Very difficult to get a sentence properly carried out. Thinks reduction a good punishment, but would like to see confinement to cells in reserve lines adopted.
- Crooke, Magistrate, Mirzapur. Would not alter the present system.
- Wyer, Magistrate, Basti. No alteration is required.
- Rustomji, Magistrate, Ballia. Do. do.
- Bateman, Deputy Commissioner, Jalaun. Do. do.
- Currie, Commissioner, Sitapur. No particular suggestions to offer.
- Butts, Deputy Commissioner, Sitapur. No alteration required.
- Cowie, Deputy Commissioner, Kheri. Would give District Superintendents of Police of five years' standing powers to inflict departmental punishments (except dismissals) on Constables and Head Constables without reference to Magistrate, to whom an appeal should lie.
- Tweedie, Deputy Inspector-General. Agrees with the remarks made by Mr. Berrill.
- R y v e s, Assistant Inspector-General, Railway. Do. do. do.
- Berrill, Assistant Inspector-General, Special. The present scale of punishments is not satisfactory, in most instances not being sufficiently deterrent. The punishments allowed by Section 7, Act V of 1861, are dismissal, reduction, suspension and fine ; the two former are intended for extreme cases. Suspension by a ruling of the High Court is no longer a punishment ; the effect is no more than granting leave. The man's certificate ceases to have effect, and he can exercise no powers. His certificate having been withdrawn, he is no longer amenable to Act V of 1861, and may, during the period of suspension, engage in other employment, supplemented with the subsistence allowance to which he is entitled. *Fines*, as a punishment, are acknowledged to be a mistake ; they act simply as an incentive to corruption. There are numerous offences against discipline, hardly deserving of the punishments noted above, and yet serious enough to deserve more than the ordinary extra drill, which is invariably granted.

What is required is a punishment similar to the punishments awarded by Officers Commanding Regiments in the way of confinement to barracks, or confinement for a period of seven days in the quarter-guard. The law, as it stands, does not admit of such penalties which, if now inflicted, would amount to wrongful restraint or wrongful confinement. The procedure followed all along by the Military has not been considered degrading, and might be extended to the Police service. This course would require legislation : if it is not considered advisable to resort to legislation, and the Local Government has the power, I would suggest that imprisonment, inflicted under Section 29, Act V of 1861, be undergone in the district quarter-guard, and not in a jail ; and that all such punishments need not necessarily be followed with dismissal from the service.

Agrees in the above remarks.

Sherer, Personal Assistant.

Question 9.—What is your opinion regarding the rules—(a) for the initiation of prosecutions against members of the Force under Section 29, Act V of 1861 ; and (b) in respect of appeals by members of the Force from orders by District Superintendents of Police or Magistrates inflicting departmental punishments ? Do they require any amendment ? If so, in what particulars ?

Would leave all initiation to District Superintendent of Police. Would give all Police Officers after probation power of appeal. Appeals from orders passed by District Superintendent of Police, First Class, to Inspector-General of Police, Second Class, as at present.

Hoskins, District Superintendent of Police, Meerut.

All prosecutions should be in the hands of the District Superintendent of Police. Appeals to be allowed to all policemen who have passed the probationary period. All appeals to Inspector-General of Police or his delegate.

Cantor, District Superintendent of Police, Saharanpur.

Would lay down distinctly that Magistrate can interfere in initiations. Fears that appeals cannot be reduced much, but would oust Commissioner's interference in all punishments below Constable of 10 years' standing, and would rule that if Commissioner wishes an unappealable order reversed, he should refer to Inspector-General of Police.

Petre, Magistrate, Aligarh.

But if the District Superintendent of Police thinks it necessary to go beyond departmental punishment, he should apply for sanction to prosecute to the Magistrate of the district or Deputy Inspector-General, if the latter could make arrangements to do so much work. As I understand the *Police Manual*, it is clearly laid down that the District Superintendent of Police must obtain the sanction of the Magistrate to departmental punishments, but he may prosecute on his own account. This seems to me an exact reversal of the rational procedure. A District Superintendent of Police should be credited with sufficient discretion to be allowed to inflict departmental punishment which is ordinarily not very severe ; whereas to avoid responsibility, to save trouble, or because the fault appears to him in an exaggerated light, a District Superintendent of Police is sometimes tempted to prosecute when departmental punishment would amply suffice. In these cases the advice of an outsider is eminently useful, and particularly that of a man who knows by experience what punishment would probably follow conviction, and what evidence is required to procure it.

Nugent, Superintendent, Dehra-Dun.

As to (b), I have above said I think the appeal should go to some one in the Police Department, who should be entirely responsible for the discipline and efficiency of the force.

Would leave initiations in hands of District Superintendent of Police and Magistrate. Thinks the system of appeals good enough. Would allow one appeal, not more.

Finlay, Magistrate, Agra.

Would keep initiations with District Superintendent of Police : punishments also with District Superintendent of Police. Appeals from officers above the rank of Constable to Inspector-General of Police or delegate, and appeals from Rural and Road Police to Commissioner.

Court, District Superintendent of Police, Agra.

- O'Brien, Inspector, Agra. Initiation should remain with District Superintendent of Police after probation. Sentence of dismissal should be appealable to Inspector-General of Police or his delegate in all cases.
- O'Dowda, District Superintendent of Police, Muttra. Agrees with remarks made by Mr. Hoskins.
- Rose, Magistrate, Mainpuri. Is aware of no difficulties in working the present system.
- Alexander, Magistrate, Etawah. I think that the principle, that prosecutions under Section 29, Act V, should be originated by the District Superintendent of Police, is correct. I see nothing to alter in this. I would propose the substitution of an appeal to the District Magistrate from orders inflicting severe departmental punishments instead of the obtaining of his concurrence or sanction in all cases. And when such punishment had been inflicted by a District Superintendent of over seven years' standing, I would make the appeal lie to the Commissioner instead of to the Magistrate. When the appeal lay to the District Magistrate, I would allow a further appeal to the Commissioner only in case of dismissal of officers of considerable standing (over ten years, I think).
- I presume that the existing rules requiring the sanction of the Inspector-General to the punishment of Inspectors are to be maintained, so that such punishments do not fall within the scope of this question.
- Harrison, Magistrate, Etah. I do not think prosecutions of members of the Police Force should be instituted without the sanction of the Magistrate. The proposal in most cases would originate with the District Superintendent of Police, but should not be commenced without the express sanction of the Magistrate. Of course in districts to which Joint Magistrates are not usually posted, the difficulty might arise of the Magistrate having to try a case the prosecution of which he had directed; but this consideration opens up the wider question of the separation of the Offices of Magistrate and Collector, which need not be discussed here. With respect to appeals I do not see why Constables of less than ten years' standing should be denied the right of appeal. I would make minor punishments inflicted by the District Superintendent of Police appealable to the Magistrates, and his order final; but all other orders of the Magistrate should be appealable to the Commissioner.
- Bullock, Magistrate, Bijnor. Would strengthen the hands of the Magistrate and make Inspector-General of Police final Court of appeal. Would do away with Commissioner's powers, as he thinks Commissioner's interference weakens the hands of the Magistrate.
- Thomas, District Superintendent of Police, Moradabad. Would allow District Superintendent of Police to punish men under Section 29, Act V, with imprisonment. The present system is a farce. All appeals should be to Deputy Inspector-General or Inspector-General of Police.
- Irwin, Magistrate, Shahjahanpur. No alteration required.
- Sharpe, District Superintendent of Police, Allahabad. Would give power of initiating prosecution only to District Superintendents of Police of over five years' service. With less service they should get Inspector-General of Police's sanction through Magistrate. Would give every man after expiry of probationary service a right of appeal, in case of dismissal, to Inspector-General of Police or Deputy Inspector-General. Would also give all officers right of appeal against reductions and suspensions for more than one month. In no other cases should there be a right of appeal, and in no cases should the appeal lie to the Commissioner.
- Denniston, Magistrate, Hamirpur. Suggests no alteration either as regards initiations of prosecutions or appeals.
- White, Magistrate, Benares. Would make Inspector-General of Police—not Commissioner—the appellate Court. Would allow District Superintendents of Police to initiate prosecutions under the Act, as Magistrate can always refer to Inspector-General of Police if he thinks District Superintendent of Police wrong.
- Crooke, Magistrate, Mirzapur. Does not think the rules require amendment.
- Wyer, Magistrate, Basti. Would put the right of initiations entirely into the hands of the Magistrate. Thinks appeals should remain as at present.
- Rustomji, Magistrate, Ballia. Does not think the rules require any alteration.

Would not alter the rule regarding initiations, but would allow the right of appeal to a Constable of five or eight years' standing.

Bateman, Deputy Commissioner, Jalaun.

Would maintain present rules regarding initiations of prosecutions. As regards punishments, would retain present system for District Superintendents of Police under eight years' standing. Would allow District Superintendents of Police between 8 and 15 years' standing to fine and reduce without sanction, and of over fifteen years' standing to do all but dismiss without sanction. See answer to Question 7, Part I.

Currie, Commissioner, Sitapur.

No alteration required.

Butts, Deputy Commissioner, Sitapur.

Would stop appeals beyond the Joint Magistrate, as they are destructive of discipline.

Pitcher, Deputy Commissioner, Hardoi.

No alteration required.

Cowie, Deputy Commissioner, Kheri.

Regarding initiation of prosecutions, would have no change. As regards appeals, would allow one appeal up to Head Constable to Magistrate. Sub-Inspectors and Inspectors should have the right of appeal from Magistrate's order to Inspector-General of Police.

Barrow, Deputy Commissioner, Gonda.

Initiations as at present. Appeals to Deputy Inspector-General or Inspector-General in cases of dismissal or reduction only.

Tweedie, Deputy Inspector-General.

Would have all prosecutions of Police Officers triable by full-power Magistrate. Suggests that all appeals should lie to Inspector-General of Police, and that there should be *no* appeals—

Ryves, Assistant Inspector-General, Railway Police.

- (1). For Police Officers and men under three years, *i. e.*, probationary.
- (2). In cases of suspension for one month or less.
- (3). In cases of reduction of Constables.
- (4). In cases of fines of half month's pay or under.
- (5). In cases of confinement to cells.

Thinks suspension, to which there is now no limit, should be limited to three months.

Would have no prosecution against officers, either Civil or Armed, without sanction of Inspector-General of Police, or against Head Constables without Commissioner's sanction. Would allow all officers above the rank of Constables the right of appeal from all punishments. Constables only from sentences of dismissal.

Berrill, Assistant Inspector-General, Special Branch.

Thinks prosecutions should be very sparingly resorted to, but the right of initiation should remain as at present. Thinks any Constable after he has passed his probationary period, should have a right of appeal to Inspector-General or Deputy Inspector-General, and officers might appeal against reduction or suspension of more than one month.

Sherer, Personal Assistant.

Question 11.—Should station allowances be granted to officers of inferior grades when appointed to the charge of Police Stations? And if so, on what principle and on what scale?

Would give the following station allowances:—First, Rs. 20; second, Rs. 15; third, Rs. 10. There would be no necessity to raise Sub-Inspectors' pay.

Hoskins, District Superintendent of Police, Meerut.

Suggests a staff allowance of Rs. 10.

Cantor, District Superintendent of Police, Saharanpur.

Would give Head Constables, in charge of Police Stations, an allowance of 20 per cent. on their pay. Would not allow any Head Constable under the 15-rupee grade to hold charge, and would always have the Muharrir a man of inferior grade.

Nugent, Superintendent, Dehra-Dun.

Would appoint acting Head Constables on Rs. 16 as a tentative measure.

Neale, Commissioner, Agra.

Doesn't approve of station allowances.

Finlay, Magistrate, Agra.

Is in favour of station allowances: first, Rs. 15; second, Rs. 10; third, Rs. 5.

Court, District Superintendent of Police, Agra.

- O'Brien, Inspector, Agra. Would give a staff allowance of 30 per cent. of pay of grades to an officer in charge of a Police Station.
- Rose, Magistrate, Mainpuri. Would give station allowances to raise the pay of the Station Officer to a minimum of Rs. 20, which is the lowest pay which should be drawn by an officer in charge of a station.
- Alexander, Magistrate, Etawah. No officer in charge of a station should ever draw less than Rs. 25 per mensem as his graded pay, and should have, in addition, station allowances amounting to—first class, Rs. 15; second class, Rs. 10; third class, Rs. 5. These allowances to be given at the discretion of the District Superintendent of Police and Magistrate, and to be stopped if work unsatisfactory.
- Harrison, Magistrate, Etah. Officers in charge of stations should get something beyond the pay of subordinate investigating officers.
- Felton Smith, District Superintendent of Police, Bareilly. Would give station allowances of 30 per cent. on pay.
- Bullock, Magistrate, Bijnor. Would give station allowances of Rs. 15 to 20. Thinks no officer in charge of a station should get less than Rs. 50.
- Thomas, District Superintendent of Police, Moradabad. Yes. I think no officer in charge of a station should draw less than Rs. 50. Any officer drawing less should, on being placed in charge, have his pay made up to that sum.
- Irwin, Magistrate, Shahjahanpur. Yes. Suggests first class station, Rs. 10; second class, Rs. 7; third class, Rs. 5. Would give same allowance to Sub-Inspector when in charge.
- Sharpe, District Superintendent of Police, Allahabad. An officer in charge of a first or second class station should not draw less than Rs. 50, and of a third class, Rs. 30. Officers put in charge should have their pay made up to these sums by station allowances.
- Wright, Magistrate, Cawnpore. Considers this a most excellent idea. Suggests Rs. 5 to Rs. 20 as the allowance according to importance of stations.
- Hamblin, Magistrate, Cawnpore. Would classify stations as Sub-Inspectors' charges and Head Constables' charges. If a Head Constable was put in a charge of a Sub-Inspector's station, he should draw half the difference in pay between his own pay and that of the lowest grade of Sub-Inspector.
- Denniston, Magistrate, Hamirpur. Would increase the number of Sub-Inspectors and put none under the Sub-Inspector's grade in charge of a station.
- White, Magistrate, Benares. Would have station allowances varying from Rs. 10 to Rs. 50. If this proposal be accepted, a great reform will be inaugurated. To remove an officer from the charge of a thana would be a substantial punishment: at present it is not always the case that it is a punishment at all.
- Crooke, Magistrate, Mirzapur. Would give officiating allowances equal to $\frac{2}{3}$ of the difference in pay.
- Wyer, Magistrate, Basti. Is strongly in favour of station allowances.
- Rustonji, Magistrate, Ballia. Thinks no officer in charge of a Police Station should draw less than Rs. 50. If his graded pay is less he should have it made up to him by station allowances.
- Bateman, Deputy Commissioner, Jalaun. Would give Station Officers allowances of Rs. 5 or Rs. 10, if pay Rs. 20 or less.
- Currie, Commissioner, Sitapur. Would grade Head Constables on Rs. 25, Rs. 30 and Rs. 40, and would give, when in charge of a thana, horse allowance of Rs. 15 per mensem.
- Butts, Deputy Commissioner, Sitapur. Station allowances should certainly be given.
- Pitcher, Deputy Commissioner, Hardoi. Would fix station allowances at Rs. 15 to meet the expense of keeping a pony and a Kahar.
- Cowie, Deputy Commissioner, Kheri. Yes; would give acting allowances at the rate of 20 per cent. of pay of permanent incumbent.
- Ferrar, Commissioner, Fyzabad. Would give horse allowance, Rs. 10 per mensem, to all officers drawing less than Rs. 50, and also station allowance, Rs. 5, to Head Constables, Rs. 10 to Sub-Inspectors. Then—

Head Constable, 2nd grade, pay Rs. 20	.. H. A. Rs. 10, S. A. Rs. 5 = 35
„ 1st grade „ 25	.. „ „ 10, „ „ 5 = 40
Sub-Inspector, 3rd grade „ 30	.. „ „ 10, „ „ 10 = 50
„ 2nd grade „ 50	.. „ „ „ „ 10 = 60
„ 1st grade „ 70	.. „ „ „ „ 10 = 80

Advocates station allowances—first, Rs. 20 ; second, Rs. 15 ; third, Rs. 10. Doesn't approve of third class stations. Tweedie, Deputy Inspector-General.

Do. do. do. Ryves, Assistant Inspector-General, Railway.

Would suggest a graduated scale of pay, to be supplemented, if funds allow, with allowances in those cases only in which Head Constables are posted temporarily in charge of stations. Berrill, Assistant Inspector-General, Special Branch.

Advocates station allowances—first, Rs. 20 ; second, Rs. 15 ; third, Rs. 10. Sherer, Personal Assistant.

Question 12.—Do you consider that the Railway Police and the District Police in your district co-operate sufficiently, and would you suggest any alteration in the present independent system of working of the Railway Police?

I cannot quote any instances of friction between the Railway and District Police. They work in harmony as far as they are expected to under the present system; but there undoubtedly is a lack of continuity of action between the Railway and the District Police. Criminals, largely and successfully, employ the Railway to facilitate their operations, to evade justice, and to remove their plunder to their homes and markets. Can an instance be quoted where the District Police followed up a suspicious character or a band of notorious criminals and warned the Railway Police of their departure? On the other hand, do the Railway Police ever watch the arrival of suspicious characters at railway stations, follow them up, and at the end of their railway journey give the local Police timely warning? Have the Railway Police in their ranks men who are acquainted with the notorious criminal classes of a district? These are only a few of the points in which, if there was concerted action between the two forces, the operations of criminals would be attended with more risk than at present, and much would be done towards the prevention and detection of crime. The question is one of considerable magnitude, and of such importance that it should be made over to officers of experience for report as to the most feasible method of connecting the chain of continuity between the two forces. Hoskins, District Superintendent of Police, Meerut.

I do not think that the Railway and District Police co-operate sufficiently, and this is, I think, due to the fact that the Railway Police look upon the authority of the District Police as subordinate to their own. It is very difficult to work together two independent bodies of Police, and the only suggestion I can offer for improving the present position is to frame rules which definitely and distinctly lay down the assistance which either branch of the force is to give to the other, and the position which each is to occupy in respect of the other. Where an officer of either branch enters upon an investigation, who is an officer of higher grade than any officer then engaged in the investigation, whether the latter be attached to the Railway or District Police, the superior officer should assume the entire responsibility, and all other officers present at the investigation, to whichever branch they may belong, should be subordinate to him. Rose, Magistrate, Mainpuri.

Question 13.—Would it, in your opinion, be expedient to extend the system of intercommunication between districts and provinces, at present to a certain extent in force, with regard to cattle-thefts, to the investigation of other classes of serious crime? If so, what method would you advise?

Advocates provincial and inter provincial meetings of Police Officers being made compulsory. Says they were largely used twenty years ago, and nothing tends so much to encourage co-operation between districts. Hoskins, District Superintendent of Police, Meerut.

Says the special detective agency alluded to in answers to Part I is the best way of dealing with such cases. Cantor, District Superintendent of Police, Saharanpur.

I think it would be most expedient to do so for all serious crimes. And the method I would purpose would be to have a body of international police. Take the case of dacoity on the Gwalior or Dholpur frontier, or cattle-thefts which occur every day. There is first the question of what is Finlay, Magistrate, Agra.

"hot pursuit;" sometimes by no means an easy one to decide. Then, in the case of detectors, there is practically never a case of hot pursuit; but if the detector finds the man he wants, he must go away to a Native State thana, get a policeman to go with him, and, in brief, give the criminal a very good chance of escaping. I would like to see an international force—manned from the Native States concerned and British territory—under the best officer available, be he a British servant or one of a Native State, with full powers of pursuit, arrest, &c., over a tract 10 or 15 miles from the frontier, the only restriction being that the offenders, when captured, shall be taken to the nearest Magistrate and made over to him, pending action under the Extradition Act.

Court, District
Superintendent of
Police, Agra.

In my opinion it would be expedient to extend the system of intercommunication between districts and provinces, at present in force to a certain extent, with regard to cattle-thefts, to the investigation of other classes of crime. At present a great deal too much jealousy and want of co-operation exist between Station Officers, especially when of different districts, in regard to the working out of cases. Officers in charge of adjoining and adjacent Police circles should meet each other, at least once a quarter, to compare notes regarding the doings of bad characters, notorious burglars, robbers, &c.; should furnish each other with the names of men who are suspected or known to commit crime out of the jurisdiction of their own circle in adjacent circles, and of notorious receivers and disposers of stolen property, &c.; and especially they should be obliged to make over cases under Section 411, Indian Penal Code, to the Police of the circle in which the original offence, in which the property was stolen, occurred; remand being obtained, with the prisoner made over to Police custody, in cases in which the accused cannot reach the Police of the circle in which the original offence occurred, and the inquiry be completed within 24 hours.

All information, notes, &c., exchanged between Station Officers at such meetings should be recorded in their note-books for the inspection and information of Superintending Officers.

O'Brien, Inspector,
Agra.

The system is good: assistance is fairly given and received.

O'Dowda, District
Superintendent of
Police, Muttra.

Advocates a special detective force, and would also have meetings of Police Officers.

Rose, Magistrate,
Mainpuri.

I certainly think that there should be a system of intercommunication between districts in respect of all classes of serious crime. There can be no doubt of the fact that it is the existence of petty jealousies between the Police of different districts which frequently lead to the failure of Police action. Each officer thinks too much of his own district; and if the case in which he is desired to assist the Police of a neighbouring district is not one of which the issue is likely to bring him credit in his own district, he is indifferent to the success or failure of the investigation. The feeling is, under existing circumstances, a natural one, and it is, in my opinion, due in a great measure to the present detective system of adjudging the merit of a Police Officer upon the statistical returns which are submitted to higher authority. I have known numerous cases in which discussion has arisen between the Police of neighbouring districts, simply because they have been jointly engaged in the investigation of cattle-theft, and the Police of one district have sent up the case under Section 411 of the Penal Code to their own Magisterial authorities, and no credit whatever has been given to the Police of the district in which the offence of theft was committed, who contributed in no small degree to the detection and capture of the offender. To remove these jealousies and to induce the Police of all districts to feel that they are portions of one provincial force which is expected to work in union, is one of the objects which the Police Reorganization Committee should, I think, attempt to secure. It is impossible for me, with the limited time I have to spare, to suggest any method by which this object can be secured; for it would, in all probability, involve the entire re-arrangement of the returns which are now prescribed for showing the operations of the force.

Alexander, Magis-
trate, Etawah.

Considers some step in this direction necessary. Advocates the appointment of Border Inspectors for enquiry into heinous crimes committed between districts, to follow up professional crime and to supervise

wandering tribes on the borders of districts or Native States. Thinks these men should be men of energy and character to overcome the disinclination some men have to help their neighbours and to quash disputes regarding jurisdiction.

Has had experience of cases, without number, in which failure has been caused by jealousy between the Police of adjoining districts. Thinks the Police do not co-operate with one another. In cases which had to be enquired into in two districts, would insist on the Police of both carrying on the enquiry in concert. Would have the special diary drawn up and signed by both investigating officers.

Harrison, Magistrate, Etah.

All the intercommunication hitherto has been merely nominal. Says there is no difficulty in following a case from district to district. Doesn't understand the proposed system, but thinks if periodical visits of neighbouring Station Officers are intended they would do more harm than good.

Bullock, Magistrate, Bijnor.

Says it would be most advantageous to have regular meetings between District Superintendents of Police and also between subordinate officers, on the same principle as is now the custom with regard to cattle-thefts.

Thomas, District Superintendent of Police, Moradabad.

Can devise no method except that of having a certain number of extra officers in each district to be used as detectives. This would lead to more co-operation. Just now it is every Thanadar and Inspector for himself.

Sharpe, District Superintendent of Police, Allahabad.

Says such a scheme was in force in Meerut. Refers for details to Colonel Ollivant, Inspector-General of Police.

Wright, Magistrate, Cawnpore.

No rules can be laid down, but is strongly in favour of every means being used to secure co-operation between Police of neighbouring districts. Thinks the telegraph should be used much more than it is, and information given more quickly to surrounding districts. Would make investigating officers thoroughly understand that it is as much to their interests to work out the cases of other districts as of their own.

Hamblin, Magistrate, Cawnpore.

Says this is extremely important, but cannot be governed by rules. Thinks it is a question of personal administration, and the remedy in the hands of the Inspector-General and Deputy Inspector-General.

White, Magistrate, Benares.

Yes; it would be very advisable. Many cases are lost in consequence of petty jealousy between the Police of neighbouring circles and districts. Has known of cases in which Inspectors have done their best to spoil cases owing to jealousy. Inspectors hardly ever try to stop it. Thinks adjoining circles in different districts should be linked, and officers encouraged in every way to co-operate.

Crooke, Magistrate, Mirzapur.

Prompt information should always be given to districts adjoining, or in any way connected with the crime committed. *Convictions should be notified to the districts where accused lives, and recorded there.* Police in neighbouring thanas and districts should be forced to co-operate. *At present they often try to spoil one another's work out of jealousy and malice.*

Wyer, Magistrate, Basti.

Doesn't think the present system can be improved on.

Bateman, Deputy Commissioner, Jaunpur.

Suggests that all robberies, dacoities and murders should appear in the confidential diary circulated by the Special Branch with descriptions of men wanted.

Pitcher, Deputy Commissioner, Hardoi.

Certainly, and especially with regard to bad characters. These commonly live in one district and raid in another, but escape because the Police do not work well together, or keep each other informed of crimes and bad characters.

Barrow, Deputy Commissioner, Gonda.

Would have a special Police Agency under the Assistant Inspector-General, Special Branch.

Tweedie, Deputy Inspector-General.

Yes; a good deal must be done. District Superintendents of Police and Inspectors should meet to discuss the state of crime in their respective districts, and *specially to check the ill-feeling and jealousy that very often exist between Station Officers on the borders.* This causes more mischief than enough to Police work.

Ryves, Assistant Inspector-General, Railway.

Recommends meeting of officers and Inspectors at convenient localities for interchange of ideas regarding cattle-theft and other classes of serious crime.

Berrill, Assistant Inspector-General, Special Branch.

See answer 12, Part I.

Sherer, Personal Assistant.

Question 14.—Should Court Inspectors be graded in the same list with other Police Inspectors, or kept on a separate list of their own? If on a separate list, what suggestions have you to make as to their selection and appointment?

White, Magistrate,
Benares.

In the same list certainly, or we lose a *certain degree of elasticity*. Separate confidential lists would of course be kept up in Inspector-General of Police's office. In the official list of Deputy Collectors certain names are marked T. O. In the same way officers who are serving as Court Inspectors should be marked C. O. But it would be a mistake to make transfers difficult from one sort of duty to another. I have already said something about the recruitment of Court Inspectors. Add—that I would occasionally enlist promising young pleaders as Court Inspectors. It is almost an absolute necessity that all Court Inspectors have a good acquaintance with English.

Question 15.—Would you in any way limit the right of any member of the Force to attend the examination qualifying for the post of Court Inspector? e. g., would you restrict the right to certain grades, and would you require any preliminary departmental certificate of fitness?

Ryves, Assistant
Inspector-General,
Railway Police.

In answer to question 18, Part I, I said Sub-Inspectors should be required to pass the Vakils' Examination before being employed in the Courts, and that Head Constables should pass as Mukhtars. The grades these men pass in would not signify. From these men the subordinate posts in the Courts should be filled, and they should have the chance of rising to be Court Inspectors.

It must not be forgotten, however, that in accordance with High Court Circular No. 9 of 1889, candidates who have passed one or the other of the University tests, are only admitted to the examinations. Special permission of the High Court would, therefore, have to be obtained to allow Police Officers to appear, and in the certificates granted to men who pass, there should be a special condition inserted that in the event of the officer leaving the service, he cannot plead in Courts. The certificate becomes null and void. This would be necessary, as we should have men passing and leaving the service to set up as Pleaders on their own account.

Question 17.—How many grades of Constables would you maintain, and in what proportions? What pay would you suggest for each grade?

White, Magistrate,
Benares.

I have already stated my opinion on this point. I do not think any general increase in the pay of the force at all desirable; but I would give steady first grade Constables, who are illiterate (or almost illiterate) a special good-conduct allowance after a certain number of years of service. It will be remembered that the present policy of Government is to materially decrease the number of Hindustani sepoys serving in the Army, so that the supply of recruits for the Police should be sensibly increased.

Question 19.—Is there any object in maintaining the rule that all Clerks, Munshis, &c., employed in the District Superintendent of Police's office must be members of the Police Force (page 255, Police Manual)? Give reasons in support of your opinion.

Hoskins, District
Superintendent of
Police, Meerut.

Should all be Policemen enrolled under Act V of 1861, because—

- (1). The District Superintendent of Police's office is a school for training literate Constables.
- (2). When men have been too long in the office they can be removed, which they could not otherwise be.
- (3). No discipline could be maintained.

Should all be enrolled under Act V of 1861, because—

- (1). Discipline could not be maintained.
- (2). It would be most undesirable to have men of the Amla class in Police offices on account of their connection with cities.
- (3). Magistrate's Serishtadar would have too much influence.
- (4). District Superintendent cannot be held responsible for the office if he has no control over it.
- (5). The Inspector-General of Police would be a nonentity as he could not deal with these men.
- (6). Secrets would leak out and all sorts of abuses creep in.
- (7). The present system has been working well for 30 years.

Cantor, District
Superintendent of
Police, Saharan-
pur.

Sees no good in their being members of the force. Would have all the clerical establishment, including the Thana Muharrirs, on a separate scale. Good Clerks make bad Station Officers and *vice versa*. Would not bother these men with drill, nor with wearing arms or even uniform.

Smith, Magistrate,
Muzaffarnagar.

Would keep Reader and Assistant Reader as members of the force, but thinks the others should not be so.

Petre, Magistrate,
Aligarh.

Advocates a separate clerical staff, interchangeable with Magistrate's office.

Nugent, Superinten-
dent, Dehra-Dun.

Thinks the rule should be done away with, and a separate clerical establishment entertained.

Neale, Commissioner,
Agra.

Thinks there is no object in this rule or any rule limiting the field of selection. If District Superintendent had men in the force fit to make good Clerks he might employ them, but the chances are, they should never have been enrolled.

Finlay, Magistrate,
Agra.

The object of this rule is—

- (1) to prevent access to outsiders to important Police papers ;
- (2) to give the District Superintendent of Police an opportunity of rewarding the deserving and punishing the delinquent ; and
- (3) to have men versed in Police law and procedure, and with a knowledge of rules, orders, &c.

Court, District
Superintendent of
Police, Agra.

Thinks if District Superintendent of Police's office hands were made interchangeable with Magistrate's Amla, there would be no secrecy in District Superintendent of Police's office, and that District Superintendent of Police would have no control over the men employed in his office.

O'Brien, Inspector,
Agra.

Agrees with the remarks made by Mr. Cantor.

O'Dowda, District
Superintendent of
Police, Muttra.

I do not think that any object is gained by the present rule, and I would make the clerical establishment entirely distinct from the force. The reasons I have to give, are—

Rose, Magistrate,
Mainpuri.

- (1). That no advantage whatever results from the present system.
- (2). The sedentary occupation of a Clerk unfits him for the active duties of a Police Officer.
- (3). There is no analogy between the two classes of duty.
- (4). The stamp of man who is likely to present himself for the post of Clerk is precisely the stamp of man who, as a rule, is very unlikely to make a good Police Officer.

Would not keep them members of the force, but would still have them punishable under Section 29, Act V of 1861.

Alexander, Magis-
trate, Etawah.

Would have all the Clerks in the District Superintendent of Police's office graded with those of Magistrate's office and interchangeable with them.

Harrison, Magistrate,
Etah.

Thinks Police Readers should be policemen ; but sees no object in grading Clerks, Accountants and Daftris as such.

Bullock, Magistrate,
Bijnor.

Says it would be most unwise to interfere, as no discipline or efficiency could be maintained, and no transfer from District Superintendent of Police's office could occur. Considers any change in existing arrangements would be deplorable.

Thomas, District
Superintendent of
Police, Moradabad.

- Irwin, Magistrate, Shahjahanpur. Sees neither object in, nor objection to, making the District Superintendent of Police's office staff interchangeable with the Magistrate's.
- Sharpe, District Superintendent of Police, Allahabad. Thinks the office a good school for training literate Constables, and transfer to office from out-stations a good punishment. If office hands were outsiders they would not be under Act V, which would be a disadvantage so far as discipline is concerned. Only policemen have a thorough knowledge of departmental rules, without which it would be impossible to carry on the work of the office.
- White, Magistrate, Benares. Thinks all men employed in District Superintendent of Polices' offices should be policemen. Thinks it promotes *esprit de corps*, and that it is a good training for young Head Constables to be called in for six months or so into the offices.
- Wyer, Magistrate, Basti. Cannot understand what difference it makes. Is in favour of retaining them as members of the force, as they can be kept under better discipline. Says they form a very useful reserve at Head-Quarters.
- Rustomji, Magistrate, Ballia. Thinks they should be members of the force because—(1) they would work more zealously, and (2) would know their promotion depended on their satisfying the District Superintendent of Police.
- Bateman, Deputy Commissioner, Jalaun. Would keep the office hands as members of the force. Says if they were not, there would be danger of their divulging secrets of the Police, and agrees that there must be many men in the force who are fit for nothing else but Clerks' work.
- Currie, Commissioner, Sitapur. No object whatever: as a rule, the class object to working in a Police office because they do not like being made amenable to the provisions of Act V of 1861.
- Butts, Deputy Commissioner, Sitapur. Would keep all office hands as members of the force, otherwise they would have no chance of promotion. If only fit for clerical work, they could be kept to that work, or, as occasion required, they might be sent to active duty.
- Pitcher, Deputy Commissioner, Hardoi. Can see no object whatever. Says much better and cheaper clerical labor can be got by taking in men other than policemen.
- Horsford, Deputy Commissioner, Hardoi. More harm than good is done by making them members of the Police force; they often intrigue successfully to obtain the promotion which should go to the Police proper.
- Cowie, Deputy Commissioner, Kheri. There is no reason why the rule should be applied to all Munshis, Clerks, &c.
- Ferrar, Commissioner, Fyzabad. Would have them all policemen and amenable to Police discipline. Thinks they are so all over the world.
- Tweedie, Deputy Inspector-General. If the District Superintendent of Police's office were amalgamated with the Magistrate's, the "Serishtadar" would practically become the head of the Police. District Superintendent of Police would not be able to maintain discipline. Deputy Inspector-General would be unable to punish or reward. All hold on the office would be gone, and all its secrets would transpire if outsiders were allowed in it. Thinks no measure could be better calculated to upset the discipline and good name of the Police.
- Ryves, Assistant Inspector-General, Railway Police. Agrees in the above remarks.

Berrill, Assistant Inspector-General, Special. These two questions, Nos. 19 and 20, will be better answered together. To begin with, I would certainly not advocate any of the office staff in a Police office being made interchangeable with similar posts in the District Magistrate's office. A broad line of distinction between the Magistrate's Amla and the Police is the best check on the doings of both. To do away with this line of distinction would virtually be to invest the Magistrate's Serishtadar with undue influence. The District Superintendent would be but a low-rate authority in the district. However guarded the Magistrate, the native Police of all grades would look to the Serishtadar for support. In making these remarks I speak from my knowledge and experience of the native character. There remains then either that the staff employed in Police offices continue to be members of the force enrolled under Act V of 1861, or that such men be part of a provincial staff interchangeable with other districts and with the offices of the Inspector-General

and his deputies. Both of these offer advantages, being subordinates of the same department, control would be better exercised by District Superintendents, and Deputy Inspectors-General on tours of inspection, would be in a better position to enforce their wishes as regards the removal of any office hand. The District Superintendent, exercising direct authority over his own office, would be in a better position to check his accounts, and see that the contents of Police papers were not published; this would be the more necessary in connection with his communications with the special branch. The introduction of a foreign element would necessarily require greater caution for secrecy both on the part of the District Superintendent and his subordinates utilised for the detective agency. The continuance of the office staff as members of the force has the advantage of the office proving a good training school for young literate Constables. But I am disposed to think a system of a provincial staff interchangeable with other districts will prove the best. It has been tried in the Government Railway Police office with great success, and in the office of the Inspector-General (as efficient an office as there is in the province): the employés are not enrolled under Act V of 1861. A provincial scheme with graded pay would afford good prospects for the men employed, and would give greater satisfaction.

The chief reason for maintaining the rule now in force, that all office hands in the District Superintendent of Police's office must be members of the Police Force, are—

Sherer, Personal
Assistant to Inspector-General.

That it is absolutely necessary that a broad line should be drawn between the office hands of the Police office and the Magistrate's Amla, to enable each party to act, if necessary, as a check to the other.

The District Superintendent of Police could not possibly be held responsible for the work of his office, more especially as regards accounts, if he had not sole control over the office men.

The vernacular portion of the Police office is used as a training school for the literate Constables of the force. Inspecting Officers, who go thoroughly into all office work at the annual inspection, would not be in a position to reward or punish the office men if they were not members of the force.

The majority of Magistrates' Amlas are residents of the district, generally of the city itself, and are often related to pleaders and others, who would not find much difficulty in obtaining any papers they wanted if their relations were serving in the Police office.

The Police office is a secret office more or less. The confidential abstracts submitted weekly by the Visiting Inspectors in vernacular have to be read out by the Reader to the District Superintendent of Police, to be translated into English before submission to the Special Assistant.

The suggestion to employ Magistrate's Clerks in the Police office is in opposition to Section 7, Act V of 1861.

In the Metropolitan Police Head Office, London, every Clerk, Copyist, Photographer, &c., is a member of the force.

Question 20.—Do you consider that the following posts in the District Superintendent's office should be filled by persons employed in Police offices only; or would you make them interchangeable with similar posts in the District Magistrate's office?

- (1). English Clerk and Assistants.
- (2). Accountant and Assistants.
- (3). Reader and Assistant.
- (4). Record-keeper and Assistant.
- (5). Statistical Clerk.
- (6). Copyists.
- (7). Despatcher.
- (8). Daftri.

See Inspector-General of Police's
Circular No. 16, dated 31st May,
1885, page 255, *Police Manual*.

Give your reasons in each case.

I am opposed to making the above appointments interchangeable with similar posts in the Magistrate's office.

Hoskins, District
Superintendent of
Police, Meerut.

1. My first objection is based on the grounds given in the foregoing answer, in support of the rule that the staff of the District Superintendent of Police's office should be members of the Police Force.

2. With these exchanges it would be impossible to keep out city and local influence from the office, as the men in the Magistrate's office are, as a rule, closely connected with the people of the city.

3. A man temporarily transferred from the Magistrate's office would naturally not consider himself a portion of the Police organisation, and would, if the work did not suit, do his best to return to the office from which he came.

4. The men in the District Superintendent of Police's office are trained and drilled officers and men, and in case of emergencies turn out and do duty with the rest of the force.

- (1). *English Clerks and Assistants*—Must be men who are posted up in all the circulars, rules and regulations of the Police Force. They should also be men who are acquainted with all the old records in the Police office. If changes were frequent District Superintendents of Police would have no end of unnecessary trouble.
- (2). *Accountants*.—A simple knowledge of book-keeping is not the only qualification of a Police Accountant; he must be posted up in all circulars, rules and regulations of the force.
- (3). *Readers*—Are Sub-Inspectors of the District Police; their knowledge of the men of the force and the people of the district are most useful; and if the rule, that they should be changed every year, is adhered to, the necessity of exchanging them with men from the Magistrate's office disappears.
- (4). *Record-keepers*.—The remarks made about the English Clerks as regards records, apply to these men.
- (5). *Statistical Clerk*—Must be intimately acquainted with Police returns and forms. It would take an outsider considerable time to master the preparation of crime returns and other statements.
- (6). *Copyists, and (7). Despatcher*.—These men simply undergo a course of training in the Police office; as soon as they are fit to hold charge of station offices, they are sent out to Police station offices in the district.
- (8). *Daftri*.—Is the only interchangeable post; but he, too, is amenable to discipline.

If there is any object in moving men who have served for some time in the Police office of a district, and as special training is required in the case of several members of the office staff, I would suggest that the following men be placed on a provincial list, and transferred from one district to another :—

1. English Clerk and Assistants.
2. Accountant and Assistants.
3. Record-keeper and Assistants.
4. Statistical Clerk.
5. Daftri.

The Reader and his Assistants, Copyists and Despatcher can, without difficulty, be moved periodically within the district.

Cantor, District
Superintendent of
Police, Saharan-
pur.

Is strongly against any change.

Smith, Magistrate,
Muzaffarnagar.

Would have separate clerical establishment, but not interchangeable with Magistrate's office.

Petre, Magistrate,
Aligarh.

Would make an interchange permissible with Magistrate's sanction, but not go further.

Court, District
Superintendent of
Police, Agra.

Deprecates the District Superintendent's office hands being made interchangeable with the Magistrate's Amla, as District Superintendent of Police

would have no control. The office would be filled with residents of the district, and adds that men not enrolled under Act V of 1861 cannot legally be employed in Police offices.

See answer to Question 19.

Is strongly against any change.

Would make no change. If the District Magistrate thinks that any official in the Police office would be suitable for employment in his own, he can always arrange for his transfer. This is done now, and a good official in the Police can always obtain promotion in other Departments.

Thinks there is no reason why any of these officials should be Police Officers; in fact, it were better they should not be—(1) *because they are not so likely to have friends or enemies in the force; and (2) they could be kept at the work for which they are best fitted.* They might be made interchangeable with the Magistrate's office hands, except Statistical Clerk and Record-keeper, who must be specialists.

Except the Despatcher and Daftri, would make all posts interchangeable with similar posts in the Magistrate's office.

Would make them interchangeable in District Superintendent of Police's office, but not in the Magistrate's office.

Protests strongly against any such change. Considers such a scheme absolutely impracticable and a most dangerous and pernicious policy.

Thinks if the District Superintendent of Police's office staff were made interchangeable with Magistrate's, work would not be done so efficiently, and does not see what good would accrue from the change.

Would have all such members of the Police Force interchangeable with no other Department.

Would maintain the present system with regard to (3), (6) and (7). Sees no harm in making the rest interchangeable.

Would keep them all as members of the Police Force.

Would make the above-mentioned posts interchangeable in District and Police offices.

Such posts should be interchangeable.

Thinks English Clerk's and Accountant's office should be manned from the force; but sees no reason why all the others should not be interchangeable with the Magistrate's office.

Not interchangeable with Magistrate's office.

Dead against any change.

Do. do.

Do. do.

O'Brien, Inspector, Agra.

O'Dowda, District Superintendent of Police, Muttra.
Rose, Magistrate, Mainpuri.

Alexander, Magistrate, Etawah.

Harrison, Magistrate, Etah.

Bullock, Magistrate, Bijnor.

Thomas, District Superintendent of Police, Moradabad.

Sharpe, District Superintendent of Police, Allahabad.

Wyer, Magistrate, Basti.

Rustomji, Magistrate, Ballia.

Bateman, Deputy Commissioner, Jalaun.

Currie, Commissioner, Sitapur.

Pitcher, Deputy Commissioner, Hardoi.

Cowie, Deputy Commissioner, Kheri.

Ferrar, Commissioner, Fyzabad.

Tweedie, Deputy Inspector-General.

Ryves, Assistant Inspector-General, Railway Police.

Sherer, Personal Assistant.

Question 25.—Can you suggest any method of diminishing the number of the returns now prescribed for submission from the District Superintendent of Police's office? Are there any of them which might, in your opinion, be done away with altogether, curtailed, amalgamated with others, or submitted at longer intervals? Give a list of any such, together with the grounds of your suggestion in each case.

This is a point which requires thorough, if not drastic, treatment. The work of the Police in every Department is overwhelmed by *nakshas*; and these ought to be summarily reduced and cut down. This will not probably be done, because there is always some justification for every column and every return. And it is so easy to invent new ones. The point to be decided is their practical and daily utility as compared with the labour and time spent on them. I would, in the case of the Police, who are at the present moment a very rough and ill-trained body compared to the ideal standard, sacrifice even useful returns here and there, in the hope of getting better effective results. There is an absurd and palpable difference between the sham efficiency which these returns pretend to, and the real work which the men do.

Neale, Commissioner, Agra.

Question 30.—Would there be any objection to the compilation of the vital statistics received from Police stations being made over to the Mortuary Clerk in the Civil Surgeon's office, instead of being done, as it is now, by the Statistical Clerk in the District Superintendent of Police's Office?

Hoskins, District
Superintendent of
Police, Meerut.

There is no objection to the compilation of vital statistics by the Mortuary Clerk in the Civil Surgeon's office; on the contrary, it would relieve the Police office of this duty: the time which it at present takes up would be more profitably employed in Police work.

I would also recommend that the duty of preparing vital statistics be taken up from Muharrirs of Police stations and made over to Patwaris of villages. The writing up of registers and preparing of returns takes up a considerable portion of a Muharrir's time. He has more than enough to do with purely Police work, and if this duty is taken from him he will be able to get through his work more satisfactorily than at present.

Question 31.—Can you suggest any method of reducing the number of copies now made of entries in the register of charges? (vide Police Circular No. 22, dated 1st December, 1886).

Nugent, Superinten-
dent, Dehra-Dun.

I think special diaries might be abolished altogether. There does not appear to me much use in keeping copies of them in the Police stations. The use of a special diary is to prevent the Police making up a case, that is, getting the clue at the end and making all the previous evidence they have got work up to this.

This object would be sufficiently secured by the one copy of the evidence taken during the day being sent daily to the Head Office.

The daily diary, too, is too elaborate. It seems to me that the framers of the *Police Manual* contemplated to themselves a scene very much like that in the *Wandering Jew*. I think it is, in which the General of the Jesuits sitting in his room directs the most complicated translations in every part of the world. Similarly the District Superintendent of Police was imagined as regulating the manœuvres of the Police over the district, sitting at his office table in the Cutcherry. He has too much sitting at his office table, but the object (page 299 of the *Police Manual*) that the District Superintendent of Police should "know what the Police are doing, and be able to see that his subordinates are busy and prompt in their proceedings and not idling away their time," has not been gained.

I doubt if the most elaborate system of diaries can do this.

There are its volumes of daily diaries and seven of special diaries in Dehra Police Station (which is a very light one). Since January three men have been away on three months' leave, and this fact has been entered every day, involving 270 entries made upon about ten square feet of paper.

All I think that is really necessary is to have a diary, such as that kept at Tahsils, showing from 6 P. M. to 6 P. M. for each day for each man at the station who were on guard, who left and for what and when he came back.

The present elaboration defeats its own ends.

I would abolish register 2, also 4. (It is entered in 8).

II, Orders from Inspector-General should be printed in the *Police Gazette*, so that the page can be detached and pasted into a book, as in Cutcherry, in the case of G. O.'s and Board's letters.

IIA, IIB and IIC should all be in one.

Alexander, Magis-
trate, Etawah.

No; but I do not see why some sort of copying paper and press cannot be furnished to all Police stations, so that the Clerk need only write out the charge once and strike off the two other copies.

I am against making complainants bring their charges ready written out. The only chance in this country of getting something like the truth reported lies in the complainant coming at once to the station and making his report before he has got into the hands of a professional petition-writer and before he has had time to elaborate his case. Often and often

the original charge report is of the greatest service in defeating subsequent attempts to exaggerate or amplify the complaint; and I should be unwilling to lose the chance of this advantage, as I believe we should if written charges were insisted on.

No; except that I think the register might be done away with altogether in its present form. Why cannot report be entered fully at once in daily diary, and complainant's signature or mark taken on it there and then. A book of receipts could be started, and every complainant given a receipt to satisfy him that his information had been recorded.

Sharpe, District
Superintendent of
Police, Allahabad.

Magistrates could be authorised to obtain a copy of entry in daily diary in any particular case, if necessary, and put it in judicial record as basis of proceedings.

The giving of a receipt is not required by law; but it will, I think, be always advisable to give one as an infinity of trouble will be caused by complainants suspecting that their report has not been duly recorded by Police.

The immense amount of writing at present involved in keeping up this check receipt book in its present form is out of all proportion to the benefit gained by doing so.

I would grant receipt in both cognizable and non-cognizable offences.

It seems to me utterly useless having a charge of a cognizable offence entered three times as is the case at present.

Rustomji, Magistrate,
Ballia.

The copy sent to the Sub-Divisional Magistrate is, as a fact, never read excepting in one case out of ten at the utmost; the writing up of the report a third time might thus be avoided. I would revert to the old system, in which only two copies of the check receipt were made, one being given to the complainant and the counterfoil being retained at the thana. If the complainant files any petition in Court on the basis of his report at the thana, he should be directed to file his half of the check receipt with the complaint. This would obviate the necessity of writing up the report in cognizable offences a third time.

Moreover, at the present moment only an abstract of such reports is entered in the general diary. I would direct that an exact copy of the report should be entered in the general diary instead of an abstract only, in which the Muharrir introduces what he likes and omits what he likes, so that the report is bald, and gives very little clue to the original charge. This diary will convey to the District Superintendent of Police the exact report that has been made at the thana, and can always be sent for by the Sub-Divisional Magistrate if any dispute arises as to the exact terms of the original report.

I also consider that the practice of giving in written information by the complainant should be encouraged. The written information so filed should be copied out in the counterfoil of the general diary retained at the thana in case reference to it is rendered necessary at any future time. It should be sent in, in original, with his half of the daily diary, to the District Superintendent of Police. The written informations so received should be numbered *seriatim* monthly, and in the check receipt, instead of giving a full copy of it, only the day, hour, number of the written information and month, should be given; the same items being entered in the counterfoil. The result would be—supposing original report of an offence (cognizable or non-cognizable, as at that stage I would treat both as alike) is made at the thana, then two copies of it will be made on the check receipts and two on the general diary; but if a written report is filed, only a receipt for it will be given in general terms, giving its No. and date, and only one copy of it will be made on the counterfoil of the general diary. Written reports will thus not only save the Police much labour, but the complainant will be unable to turn round and swear in Court afterwards that the Police did not take down his report properly, when perhaps four accused are mentioned in the Police report, and the complainant charges in Court eight to ten persons. I know that in this district the Police, often to save themselves the trouble of inquiring into a riot case—a cognizable offence—only enter the offence under Section 323, Indian Penal Code, by entering the names of four culprits only. It is very difficult, however, in such cases to bring the guilt home.

Ryves, Assistant
Inspector-General,
Railway Police.

Under Circular No. 22 a register of charges in cognizable cases in triplicate, and under Circular No. 40 of 1887 the same in non-cognizable cases in duplicate, has to be kept up. The former is the form prescribed in which to reduce to writing as directed in Section 154, Criminal Procedure Code, all oral complaints of cognizable offences made to the officer in charge of a Police station. This cannot be got over, and the form must be maintained. But a good deal can be done in reducing the number of copies made. In all cases orally reported one copy of the report must be made and kept at the station. Section 154 does not require that a copy be given to the complainant, but I think it is well to do so. *In all* cases a third copy is sent to the Magistrate. This is quite unnecessary. Under Section 157 only is it incumbent on a Police officer to send a report "forthwith" to a Magistrate. Reading the whole section I take it, this means only in offences which he proceeds to investigate.

This is all right ; but why a Police officer is obliged, as he is now, to send a copy in all cases of attempts at burglary, petty thefts, and such like offences, I cannot see the drift of. They are really so much waste paper. No orders ever are or can be passed on them. The Magistrate has the daily diary sent to him, and the entries therein give him information of all such offences committed. Besides this there is the daily report of crime in English that is sent to Magistrate, and circulated by him to Subordinate Magistrates.

I would suggest, as to this third copy, that it be sent only when a Police officer proceeds to investigate a case, and that it form the basis of the charge.

In the circular it is ordered, in the event of the complaint being given in writing, also the usual three copies should be made out. In this event it appears to me necessary only to keep one copy at the station, and that the original be sent to the Magistrate to form the charge.

By this means a vast amount of writing will be saved.

Regarding the second check receipt book that is kept up, under Section 155 of the Code, "when information is given to an officer in charge of a Police station of the commission within the limits of such station of a non-cognizable offence, he shall enter in a book to be kept as aforesaid (that is the daily diary) the substance of such information, and refer the informant to the Magistrate." There is nothing said here about reducing the complaint to writing as in Section 154. I therefore think that the register is not required by law to be kept up, causes an immense amount of labor, is unnecessary and should be abolished.

Note.—Great diversity of practice obtains in districts in giving check receipts and reducing to writing reports of sudden deaths under Section 174, Criminal Procedure Code. I think it very important that the same procedure should follow as in cases of complaints under Section 154. In some districts the entries are made in the register of charges, in others again they are not.

Question 32.—With reference to para. 37, page 296, Police Manual, can the number of registers now kept up at Police stations be reduced? What registers would you abolish, for what reasons, and how would you provide for the record of the necessary information contained in them?

Ryves, Assistant In-
spector-General,
Railway Police.

No. 10A, Register of Time-expired Convicts, *vide* Circular 15 of 1864. This register was started solely at the request of Doctor Walker, Inspector-General of Prisons, to whom a statement was submitted with the object of seeing whether jail discipline had a deterrent effect. I don't think Doctor Walker gained much information from it. The names of released convicts could be entered in the Mauzawár Register No. 8. Any men specially selected by the District Superintendent of Police to be watched should be entered in Register 10, of bad characters.

Question 33.—Can you make any suggestions for reducing the clerical work involved in the preparation of—(a) daily, and (b) special diaries?

In my answer to 31 and 32,* I have made suggestions for shortening the daily diary. Nugent, Superintendent, Dehra-Dun.

As to special diaries the chief use of these is—(1) to ensure that the investigating officer is busy and prompt in his proceedings, which they do not do, nor tend to do; and (2) to prevent fabrication which they do to some extent. But when a big *dacoity* has been committed and the case is *challenged*, the Magistrate is presented with a mass of papers containing about as much copy as would make up a "Field." No one has probably read this,—certainly not the District Superintendent of Police, and equally certainly not the Court Inspector. If the Head Constable has, it is, as far as the *Police Manual* is concerned—page 145—52 (1), for his own amusement only, for his duties are simply mechanical; the Magistrate has to wade through it because he does not know, but that somewhere in this bundle of straw there may be a needle concealed. Is this to the advantage of criminal administration? Not as far as I can see. And yet under the present system it cannot be avoided. The Inspector-General hugs the faith that as long as the Investigating Sub-Inspector chronicles when he got up, when he went to bed, when he smoked and when he put on his *pagri*, he cannot practise tyranny or take a bribe. There is nothing a man who can write Persian well seems to revel in so much as writing, so that the Inspector-General and the Sub-Inspector are both pleased.

For 19 days we will suppose nothing is found out—with enormous detail—then a clue is obtained. I am not sure myself whether all this writing does much to prevent fabrication; but it is at any rate clumsy to the last degree, and if, as often happens, this mass of literature is read by no one, it does not prevent fabrication. It has often struck me, when a couple of pages of foolscap is the whole English record of a case which fills a ream of paper of Police reports, that there is something wrong. But at all events it is the copies of the statements sent to the District Superintendent of Police daily which tend to prevent fabrication. As long as no one says anything there is not much use in reporting it; and when he does, what should be aimed at is to have the substance of the statement recorded, so that the statement cannot afterwards be tampered with, and only the substance, so that some one can find time to read it.

As to a copy, it would probably be enough for the Investigating Officer to keep one *for his own use* if he wanted it. I would not have the copies kept in the thana.

No doubt it is a "fad;" but I would like to propose that the notes of the statements should be sent in Roman Urdu. It would take some time to introduce a knowledge of this; but the facility with which Circular 9A-IX of the Board of Revenue, as to the use of English figures in official acts, was introduced, makes me think that there would be little real difficulty. In six months an educated man should be able to write Roman Urdu, and in twelve months to read it. It would, of course, be always slower to write than the Persian character, but that is a positive advantage. The delight with which a Head Constable spins out his useless inanities is astonishing and aggravating. To most Englishmen, however quickly they write, writing is a labour; to the Munshi it is a pleasure and a pastime. An Englishman has to struggle against the temptations to cut down the record till material points are left out; the Munshi will amplify the most sketchy statement into a tale.

With Roman Urdu this tendency to diffuseness would be checked effectually, and all that would remain of the mass of papers now turned out in every case which, from their very volume, are useless, would be a few sheets of what is really the gist of the matter which the District Superintendent of Police could cast his eye over as quickly as if it was written in English.

Upon the far greater advantage that would result, *viz.*, that the English officials could read and grasp the case so submitted to them, it is unnecessary

* Brought under 31.

to dissent. If the system could be introduced it would change the phase of official life, and, as I said before, I do not see why it should not be introduced.

Crooke, Magistrate,
Mirzapur.

I am quite certain that diaries are much too lengthy and verbose. I think Investigating Officers should be told to make them more concise; only to enter in any detail facts strictly relevant to the charge; to put merely at the end of each day's diary a list with the addresses of persons who were interrogated without any useful result; not to be afraid of summing up a day's proceedings with the remark that "no useful information was obtained;" to avoid lengthy summaries; to utilise the option given in Section 161, Code of Criminal Procedure, as to reducing statements into writing; to refrain from recording rumours and vague, hearsay information until it can be verified and converted into evidence; to adopt a simple style, and to avoid expressions such as *kamtarin*, *tarakki khwah*, &c., and constant assertions that "the enquiry is being vigorously and ably conducted, and once a clue is obtained it will at once be reported;" and so on.

Ryves, Assistant
Inspector-General,
Railway Police.

I doubt whether anything can be done in regard to the daily diary, in which all events must be recorded.

The special diary may be divided into two parts now. The first part, the special diary proper, under Section 172, and the second part, the statement of witnesses, under Section 161.

On receipt of a report of a sudden death under Section 174, Act X, the officer in charge of the station is directed to make "an investigation and draw up a report of the apparent cause of death, &c." This does not mean that he is to write a long diary besides the report. In the event of the death proving to be of a suspicious nature, the Police officer would of course open a diary in the case. It is the practice in nearly all districts, in cases of snake-bite, sudden drowning, and such like accidental deaths, to send an inquest report and a diary also. The work would be considerably curtailed if the diary were omitted in such cases.

In regard to part two. The statements of some witnesses must be recorded to make them liable to prosecution under Section 193, Penal Code, and so bind them to tell the same story when they appear before the Magistrate. These statements, however, should be very few, and confined principally to the following:—

- (1). The complainant's statement.
- (2). Statements of eye-witnesses.
- (3). Dying declarations under Section 162.
- (4). Any other really material witnesses.

Since the order has been out to record the statement of witnesses separately, the Police have shown a tendency to write long accounts, and, in fact, compile a regular misl.

The diary should be printed in two parts; the inner and larger portion containing the diary, and the outer and smaller portion the statements.

I don't think there should be two separate books or separate pages, even for the record of true statements.

Special Note by Mr. Neale, Commissioner, Agra, submitted with his replies to Questions in Part II.

The answers given by me are merely intended as suggestions. My general opinion of the direction of Police reform is that all ranks should be better paid, that they should be men carefully trained, and that the bad and unpromising members should be promptly removed. Obviously false and dishonest work is now passed over, because it cannot be proved judicially that it is false. I would make it worth a man's while to be honest, and then if his conduct was suspicious, and he could be trusted no longer, I would simply dismiss him.

The Police know the Criminal Acts and the value of evidence well enough, and suspected people do not escape from fair conviction from failure in that direction by the Police, nor from the great acuteness of professional advocates. They escape because the Police load good cases and bad cases alike with false evidence, which they insist upon the witnesses for the prosecution mending their statements with. And the Police do this because their living depends on it ; *nakshas* compel them to do it. If they were better paid the temptation would not be so great ; and if they found the system perilous to their position, they would soon abandon it.

At the same time I would train some of their members to present cases to the Courts with reasonable clearness and fidelity.

The European officers should also be better paid and have better promotions. But, *per contra*, they also should be liable to discharge after three years if they were found unsuited to the post. A good Police officer is as rare as a good Magistrate, and probably of the two, the former requires the more special natural qualifications. I do not know that recruiting Police officers by five-yearly engagements for the Staff Corps would not be found to answer ; a larger number could be engaged ; a suitable previous examination could be held, and the successful men could either re-engage or return to the Army. As matters now are, I fear that there are few energetic Police officers of over 20 years' Police service. Yet in no service is more constant energy required : mere routine proficiency and blameless discharge of duty is by no means enough.

I should add that as I would increase the pay of the rest, so I would increase that of Sub-Inspectors and Inspectors. And assuming that gradually a better tone would be introduced into the force, I would encourage the latter to apply for civil employ from time to time.

I would also at all risks curtail and reduce the mere paper work of Police thanas and offices.



OPINIONS

OF

DISTRICT OFFICERS & DISTRICT SUPERINTENDENTS OF POLICE

IN REPLY TO THE

Questions framed by the Police Committee.

PART III.

Question 1.—Have you experienced any difficulty in recruiting? And if so, do you consider it to be due, either wholly or in part, to the low pay at present offered to Constables?

- Hoskins, District Superintendent of Police, Meerut. Present pay insufficient to get good men. They go to the Army. Magistrate agrees.
- Webster, District Superintendent of Police, Muzaffarnagar. Yes; due to low pay. Many resign after a few months' experience of the hard work and poor prospects.
- Smythe, Officiating District Superintendent of Police, Bulandshahr. Yes; reasons, low pay and dislike of leaving their homes.
- Felton Smith, District Superintendent of Police, Aligarh. Has experienced difficulty. Thinks pay is not too low, but that the number in the higher grades should be increased to give quicker promotion. Rupees 6 is sufficient for first five years.
- Buller, District Superintendent of Police, Dehra-Dun. Yes; as they can obtain more pay from Planters, &c., in the hills without doing night duty and drills. Also provisions dear. There should be a hill allowance for men employed in Mussoorie, Dehra and Naini-Tal (see separate reference).
- Court, District Superintendent of Police, Agra. Finds a difficulty in enlisting literate Constables except Kayesths and Mahomedans. Says there are too many of both castes already in the Agra Police. Does not consider this is due to the low pay of Constables so much as to the feeling among literate men that it is *infra dig.* to enter the ranks. Sons of Inspectors want to begin where their fathers left off. Magistrate adds that literate men have so many openings on better pay with less irksome work. The only way to attract good men is to raise the pay and make the service more attractive.
- O'Brien, Officiating District Superintendent of Police, Muttra. Considers difficulty in recruiting is due partly to low pay and partly to Circular No. 26, dated 5th May, 1882, prohibiting recruitment of residents.
- Garstin, District Superintendent of Police, Furruckabad. Has found no difficulty so far as Civil Police is concerned; but cannot get Sikhs or Goorkhas for the Armed Police at present rates of pay.
- Rose, Magistrate, Mainpuri. Mr. Straight says that he has always experienced difficulty in recruiting. In a certain sense I agree with him as to the great difficulty which undoubtedly exists in obtaining men of the proper stamp for the Police Force. Service in the Police is not popular, and what is wanted is to make it so. Rightly or wrongly, the prevalent idea is that an educated native of social position is more or less degraded by service in the Police. Even in the higher grades, officers of one force always seem anxious to obtain transfers to the Revenue Department on equal and sometimes on inferior pay. It cannot be that the opportunities for illicit remuneration are greater in other departments than they are in the Police. The stigma attached to the force (I am writing, of course, in general terms) that very few of its officers are men with clean hands, is usually the reason which native opinion give for its unpopularity. One of the remedies is undoubtedly an increase of pay, more especially of officers in the lower grades. But to purify and popularize the force something more than this is required.

If more care is taken in recruiting—if men of a better class and better educated than they now usually are, are obtained as recruits, and if the prospects of men in the lower grades are improved in respect of their promotion to higher positions, I think that employment in the force would become much more popular than it now is. There is another point to which attention is necessary, and it is one surrounded by many difficulties. I am convinced that the unpopularity of service is due, in some measure at any rate, to its uncertainty, to the frequency of punishment, and to the probabilities of dismissal. I do not say that punishments are now more severe, or that dismissals are more frequent than they ought to be with the force as it is now constituted. Discipline is absolutely necessary, and the discipline which the Police Force requires is discipline of a military type. But if the status of the force were improved, if educated men of better position found their way into it in all its grades, there would be the less need for punishment, and fewer instances of misconduct which involved dismissal. Much, however, will depend upon the character of the officer who is at the head of the force. Much more depends upon the District Superintendent of Police than upon any one else; and if every District Superintendent had the ability, energy, tact and discretion which his post requires, there would, apart from all questions of pay and promotion, be little difficulty in obtaining recruits of the proper type, and many of the present complaints and much of the present unpopularity of the force would cease to be heard of. The influence of the District Superintendent in forming and developing the characters and qualifications of his men can scarcely be too highly estimated. The frequent transfers of District Superintendents are also a source of much of the discontent which not unusually pervades the force. A District Superintendent should be seldom transferred: to him, more probably than to any other district official, local knowledge is of value; and to him, more than to any other official, it is a necessity that he should become thoroughly acquainted with the characters and claims, the abilities and deficiencies of his subordinates. I have travelled much beyond the scope of the question I am attempting to reply to; but it is nevertheless an important factor in connection with employment in the Police Force, and to the increase of its popularity to ensure that the officer at its head shall be fitted for his position.

Says difficulty experienced on account of low pay.

Straight, District Superintendent of Police, Mainpuri.
Bramley, District Superintendent of Police, Etawah.

Thinks the pay is perhaps a little low; but considers the main difficulty in recruiting is due to the present system, whereby a man is obliged to pay the reserve staff and the *Peshi* Munshi to get in. Considers there would be no difficulty even on the present pay if District Superintendent of Police was a man who took an interest in his work, saw to things himself, and did not leave matters in the hands of his subordinates. Would keep recruits as near their homes as possible.

Thinks Rs. 6 too low to enable recruiting officers to get good men.

J. A. Innes, District Superintendent of Police, Bareilly.
Hart, District Superintendent of Police, Bijnor.

No difficulty in recruiting; but the difficulty is to keep the men on Rs. 5-12 waiting for promotion.

Finds no difficulty in recruiting; but cannot keep his men on the low pay offered. When trained and good for anything, they go straight for the Army. Thinks in many districts the difficulty experienced in getting good men is due to apathy of District Superintendent of Police, rascality of office and reserve subordinates, and sometimes to action of Reserve Inspectors.

Thomas, District Superintendent of Police, Moradabad.

Says local recruits can be got easily; but foreign recruits are difficult to get on present pay. Magistrate would raise pay Re. 1 for Sikhs, Punjabis, &c.

Tregear, Officiating District Superintendent of Police, Shahjahanpur.

Thinks present pay too low. Says good men cannot be got as district unhealthy and local men bad. Suggests that a separate grade should be introduced, into which men with educational acquirements could be enlisted. Magistrate agrees.

Gregson, District Superintendent of Police, Pilibhit.

Yes; it is more difficult now than it used to be to get a good stamp of man.

Sharpe, District Superintendent of Police, Allahabad.

The reasons are, I believe—

1. Small pay.
2. Hard work.
3. Harassed life due to insufficient accommodation and total separation from family.

If the pay were raised I have no doubt recruiting would become easy again ; but the service would still not be a popular one. I talk specially of my own district, Allahabad.

The above refers principally to illiterate men. It is still harder to get literate men of the class required. The same reasons apply in this case, but with greater force.

The great mistake which has been made is that literate and illiterate men (recruits) have hitherto been placed on the same footing as regards accommodation and pay ; whereas there can be no doubt that the former should get better pay, and be considered a cut above the ordinary illiterate Constable. Respectable people, who have had their sons decently educated from a native point of view, object very strongly to their being made to live cheek-by-jowl with men whom they consider much inferior in the social scale to themselves, and put on an equality with them. For this reason, mainly, they will not let their sons join the Police as literate Constable until they have tried unsuccessfully to get them an appointment in everything else.

In my opinion no literate man should be employed on less than Rs. 8 a month, and he should be distinguished from the common herd of Constables from the very commencement. This would be no bar to his being taught drill, &c., as well as any other Constable ; for there could always be a separate squad of *literates*. Were these changes introduced I believe it would be possible to get a very good stamp of literate Constable in the department, one whom it would be possible eventually to raise to the rank even of Inspector ; and there cannot be the least doubt that a man of this kind, who has gone through all the grades, will be, as a rule, of infinitely greater use in the department than one who has been put in direct as a Head Constable or Inspector. Experience is of paramount importance in the Police.

Prince, District
Superintendent of
Police, Cawnpore.

Yes ; has found a difficulty, and considers it would be to a great extent removed if a better rate of pay were offered.

Murphy, Officiating
District Superin-
tendent of Police,
Fatehpur.

No difficulty in getting local recruits ; but men of respectability and foreigners are difficult to get.

Pocock, District
Superintendent of
Police, Hamirpur.

Yes ; wholly to low pay.

Kavanagh, District
Superintendent of
Police, Jaunpur.

Foreign recruits will not enlist on less than Rs. 17. No difficulty with regard to others.

White, Magistrate,
Benares.

I think there is no necessity for raising the pay of Constables all round. If sufficient prospects of promotion are held out to energetic and intelligent young men, and the District Superintendent of Police interests himself personally in the matter, sufficient recruits are forthcoming. As observed by Colonel Ollivant in his last Annual Report, it all depends on the District Superintendent of Police, and the quality of the Police recruits is a good test of the zeal of the District Superintendent of Police.

Young, District
Superintendent of
Police, Benares.

Thinks pay too low, and that the difficulty in recruiting arises from this cause.

Islamulla Khan, Dis-
trict Superinten-
dent of Police,
Azamgarh.

No difficulty except in the case of Punjabis and hillmen.

Crooke, Magistrate,
Mirzapur.

I have already, in answering other questions, given my opinion that the rates of pay are too small to attract suitable candidates. The difficulty of procuring such men is, of course, increased by forcing them to serve in a foreign district ; but this restriction must, at any cost, be maintained. I am now speaking of illiterate men, because in the present state of the labour market for literate men, I should not be inclined to believe that there is much difficulty in getting suitable candidates. At least in the Civil Department no difficulty of this kind is experienced, and the "pickings" of a clerk in a thana cannot be much less than those of the menial civil officials.

I hear, however, that one great cause which deters candidates in some districts is the demand made on them in their own department. I have known cases in which men were expected to pay a couple of months' pay between the Line Inspector and Sub-Inspector, and underlings in the Office of the District Superintendent of Police, and I know that in some districts black-mail of the same kind is levied for promotions and transfers.

I doubt the policy of making the Police a stepping-stone to judicial appointments. It does not at all follow that because an Inspector is a good detective, he will become a good Deputy Magistrate. I think he should look to his career in his own department alone. If necessary, raise his pay, but do not have him, as so many Policemen are now constantly intriguing to get transferred into the revenue line. A man like this never does good work.

Yes; it is extremely difficult to recruit the proper stamp of men, and I am convinced it is entirely due to the low pay offered. It seems to me candidates apply for the Police as their last chance. This is easily proved by the large number of men who apply for appointments well over the sanctioned age of entrance. A great hindrance, moreover, to getting good men is that Government prohibits, or practically prohibits, the enlistment of men in the districts in which they reside. This rule, no doubt, would work very satisfactorily with an increase of pay; but as it is the majority of good men are lost to the force simply because they do not think it good enough to leave their homes on so small a salary. I am alluding, of course, to illiterate men, who, from the ranks of the Police, and who, from the mere fact of their being uneducated, have no chance now-a-days of promotion beyond the grade of Rs. 7 per mensem. It is very easy for a District Superintendent to get fairly respectable literate men simply by offering them the higher grades at once; but then again the pay and prospects of even these higher grades are too small to attract men belonging to the real upper classes; and I am strongly of opinion that until Government make the higher grades of the Police one of the paths to the Subordinate Judicial Service, we must be content, as a rule, with officers recruited from the lower middle classes. It would not, of course, do to make a Court Inspector a Magistrate in the same district in which he had served as a Police Officer; but I do not think it would damage Government interests to transfer that officer, on promotion in the judicial line, to some other district.

Berkeley, District Superintendent of Police, Mirzapur.

Pay low, promotion slow, and work monotonous and uninteresting. Men from distant parts will not enlist, and those who do, throw up very shortly in disgust.

Lyll, District Superintendent of Police, Ghazipur.

Difficulty chiefly in securing foreign recruits and men who could get into the Army. Says he has no difficulty in getting Ahirs and Thakurs, residents of the district. Approves of the system of service near home, but not actually in the same district.

Luffman, District Superintendent of Police, Gorakhpur.

Says difficulty in getting recruits due not to low pay but to unpopularity of Police service owing to hard duties. Magistrate says literate recruits cannot be got on Rs. 6. Says literate men should be enlisted in the grade. Says illiterate recruits can be obtained in plenty if Line Inspector is not allowed to interfere in recruiting.

Stanley Clarke, District Superintendent of Police, Basti.

Yes; there is a difficulty, but not on account of low pay. It is because men cannot be enlisted in the districts in which they reside.

Orr, District Superintendent of Police, Ballia.

Has experienced difficulty due to low pay, bad climate, and high prices.

Ewart, Officiating District Superintendent of Police, Jhansi.

Yes; owing to low pay.

Harkness, Officiating District Superintendent of Police, Jalaun.

Outsiders not easily procurable. Deputy Commissioner and District Superintendent of Police both agree that this is not due to low pay; but do not say what it is due to.

Laing, District Superintendent of Police, Lalitpur.

Yes; pay too low for present hard times.

Ross Knvett, District Superintendent of Police, Unao.

- Cornelius, Officiating District Superintendent of Police, Bara-Banki. No ; but there should be some Constables on Rs. 8 to enable promotion to be given for good work.
- Clifford, District Superintendent of Police, Sitapur. Yes ; except Brahmin residents. If pay were raised recruiting would be easier.
- Fitcher, Deputy Commissioner, Hardoi. There is no difficulty in recruiting in Hardoi if the aid of Tahsildars be enlisted. The rates of pay have, I consider, little to do with the matter. Large numbers of men go from Oudh every year and take service with Native States all over India on pay and prospects inferior to those obtainable in the Police.
- Denne, District Superintendent of Police, Hardoi. Yes ; difficult to get men of respectable family. Due more to nature of work than to pay. Considers pay, especially for illiterate men, quite sufficient.
- H. D. Innes, District Superintendent of Police, Kheri. Yes ; partly to low pay and partly to remoteness of district.
- Woodcock, District Superintendent of Police, Fyzabad. Yes ; partly to low pay and partly to the reserve being so small that men cannot get leave.
- Carew, Officiating District Superintendent of Police, Bahraich. No difficulty.
- Phillips, Officiating District Superintendent of Police, Gonda. No difficulty in getting residents. Proposes addition to Rs. 8 grade to make the service more attractive.
- Berrill, District Superintendent of Police, Rae-Bareilly. Yes ; due to low pay. The Baiswaras prefer military service.
- Mumford, District Superintendent of Police, Sultanpur. No difficulty. It is occasionally difficult to get the exact castes one wants.
- Hodgkinson, District Superintendent of Police, Partabgarh. No difficulty in recruiting ; but the same class of men cannot be secured as those who go into the Native Army. Deputy Commissioner says if men of fine physique are required the pay must be raised.

Question 2.—How far are the provisions of paras. 3 and 4, Circular No. 2, dated 30th March, 1864 (page 151, Police Manual), with reference to the duties of Inspectors, observed in your district? Have you reason to think that Inspectors interfere in investigations more than they should do?

- Hoskins, District Superintendent of Police, Meerut. Both District Superintendent of Police and Magistrate say that the responsibility of the Thana Police must at all hazards be maintained. That Circle Inspectors must help, but not take case out of Station Officer's hands. If he does, Station Officer will, as often as not, work against him through jealousy.
- Webster, District Superintendent of Police, Muzaffargarh. No ; Inspectors deputed occasionally in cattle-theft and difficult dacoities, but Station Officers always held responsible for work of circle.
- Smythe, Officiating District Superintendent of Police, Bulandshahr. Provisions of circular carried out. Inspectors only employed in very important cases where Police of circle have failed.
- Felton Smith, District Superintendent of Police, Aligarh. Thinks Sub-Inspectors are allowed to rely too much on Inspectors to help them at investigations.
- Buller, District Superintendent of Police, Dehra-Dun. No ; Inspectors employed only in the more important cases.
- Court, District Superintendent of Police, Agra. Rules strictly observed. Inspectors deputed only in very grave and heinous offences.
- O'Brien, Officiating District Superintendent of Police, Muttra. Inspectors only investigate dacoities. They interfere with the Station Officer in no other way.
- Garstin, District Superintendent of Police, Furruckabad. Inspectors are only used to investigate very important cases, and to supplement deficiencies in, not to supersede the Thana Police.
- Rose, Magistrate, Mainpuri. I agree generally with Mr. Straight's reply to this question. I think that Inspectors are much more employed than they ought to be in the investigation of offences ; but the difficulty is that the Station Officer is so

frequently incapable that the Magistrate feels bound to direct that an officer of a higher grade should be deputed. There should be some modification of the existing rules in this respect. When an Inspector is employed in the investigation of a serious offence, he should assume the position of an officer controlling and directing, *and not superseding and setting aside, the Station Officer*, whose responsibility for the successful investigation of the offence should continue to the end. The Station Officer should prepare and submit the diary, and the actual conduct of the investigation should remain in his hands, and he should receive the credit which follows a successful issue. The Station Officer should not feel that immediately an Inspector comes to the spot his own responsibility ceases. He cannot be expected to work with the same energy, and to show the same anxiety as he would if the conduct of the case remained in his hands. An Inspector of Police should never be jealous of the work of his subordinates. A Station Officer would work with more heart and will if he feel that an Inspector had merely come to guide and control the investigation and not to supersede him. An Inspector is not judged, as a Station Officer is, by the number of offences he has detected; and an able Inspector would be much more likely to attach his subordinates to him by giving them his assistance in the detection of a grave offence, and by ensuring to them the reward of its successful investigation, than by setting them aside and by taking all the credit to himself.

I think that Inspectors should be much more frequently engaged in the inspection of stations than they now are, and that their inspection should be much more real than it now is. It is too much a matter of routine at present, and probably the reason why the proper performance of this important duty is to some extent evaded, is that Inspectors are more employed than they ought to be in the investigation of cases, and in the miscellaneous duties which occupy much of their time. If an Inspector is deputed to direct the investigation of a serious offence, he should not remain on the spot, as he now does, until the investigation is closed. He should see that no irregularities are permitted to occur: he should point out to his subordinate the course which the investigation should take, and the matters to which he should direct his attention; and he should, in by far the majority of cases, leave his subordinate to comply with his instructions. There is no reason why an Inspector should not control and supervise half-a-dozen investigations in his circle at the same time. What is wanted is that he should constantly be moving about his circle, that he should control the action of his subordinates, and that he should restrain the irregularities, and prevent the delays of which complaint is now so frequent.

Considers that Inspectors are too often employed to conduct original investigations, and that they are seldom properly acquainted with their circles. Would leave inquiries in the hands of Station Officers as far as possible, and would confine Inspectors to their legitimate duties of supervising the work, correcting errors in procedure, and making themselves generally acquainted with their divisions. Magistrate agrees. See separate answer.

District Superintendent of Police can give no opinion. Magistrate thinks the present stamp of Inspectors not up to their work. Would devise some plan of getting men of good family, and pushing them on to become Inspectors while still in the prime of life.

Says Inspectors, as a rule, don't interfere unless Magistrate would make them.

Inspectors don't interfere. Wants more Inspectors.

Is very strong about the demoralizing effect on Thanadars of Inspectors being deputed to conduct inquiries over their heads. Says Inspectors are never deputed, except in serious cases, to assist weak Thanadars, and their joint action and joint responsibility is insisted on. If not, Thanadars often work against Inspectors. Thinks this is often neglected or overlooked, and attributes much of the demoralization of Thanadars to this cause.

Inspectors do not interfere unnecessarily. They are only employed when Station Officers have failed.

Straight, District Superintendent of Police, Mainpuri.

Bramley, District Superintendent of Police, Etawah.

J. A. Innes, District Superintendent of Police, Bareilly.

Hart, District Superintendent of Police, Bijnor.

Thomas, District Superintendent of Police, Moradabad.

Tregear, Inspector : Officiating District Superintendent of Police, Shahjahanpur.

Gregson, District Superintendent of Police, Pilibhit.	Inspectors do not interfere unnecessarily. They are only employed when Station Officers have failed.		
Sharpe, District Superintendent of Police, Allahabad.	Inspectors very rarely make an original investigation except where a subordinate has failed.		
Prince, District Superintendent of Police, Cawnpore.	Inspectors only employed in very special cases.		
Murphy, Officiating District Superintendent of Police, Fatehpur.	No unnecessary interference. Inspectors changed too often.		
Pocock, District Superintendent of Police, Hamirpur.	Do.	do.	do.
Kavanagh, District Superintendent of Police, Jaunpur.	Do.	do.	do.
Young, District Superintendent of Police, Benares.	Both District Superintendent of Police and Magistrate say that Inspectors do not interfere too much " <i>suo motu</i> ," but Magistrate adds that District Superintendents of Police, even the best of them, are too apt to order Inspectors to take up inquiries in heinous offences. Considers this a fatal mistake, but to be due to the fact that a large proportion of the present Thanadars are either inefficient, or untrustworthy, or both.		
Islamulla Khan, District Superintendent of Police, Azamgarh.	Provisions observed. Inspectors only investigate in very heinous offences, and there only where Station Officer has failed, or to assist him.		
Crooke, Magistrate, Mirzapur.	I cannot agree with Mr. Berkeley, though I admit that it may be caused by the constant transfer of Inspectors, which has been a curse to this district. As far as I can judge at present, the Inspector is the fifth wheel in the coach. His inspections are generally formal and perfunctory. He is not sufficiently above his Thanadars, and seldom reports an officer unless he has a personal grudge against him. He is not really an officer above the Thanadars; but has come to be considered little more than one of themselves, and has no real control over them. I believe his supposed knowledge of bad characters, criminal tribes and the like, is of little value. He depends on the Thanadar and the Thanadar on the Chaukidar. No one holds him personally responsible for efficiency of his thanas. I would amend the annual returns so as to show exactly the working in each Inspector's beat, and I would hold him responsible (and not, as is the case now, the Thanadar) for bad detection, slevonly men, bad registration, bad office work, and so on. At present he really thinks he has no responsibility. Until this is enforced the work will never improve.		
	I don't think he interferes too much <i>ipso motu</i> with inquiries; but I think he is too often deputed, specially in cases which the Station Officer ought to be able to tackle himself. The constant transferring of Inspectors must be put a stop to at any cost.		
Berkeley, District Superintendent of Police, Mirzapur.	Says he has no reason to think Inspectors interfere too much.		
Lyll, District Superintendent of Police, Ghazipur.	Inspectors do not interfere: rather the other way. They do in cattle-theft cases according to recent orders.		
Luffman, District Superintendent of Police, Gorakhpur.	Inspectors never take up an inquiry without orders. Admits, on examination, that they very often get such orders.		
Stanley Clarke, District Superintendent of Police, Basti.	All heinous cases are taken up by Inspectors.		
Orr, District Superintendent of Police, Ballia.	Circle Inspectors are very sparingly used in investigations: only when crimes are very heinous or Station Police have failed in their inquiries.		
Ewart, Officiating District Superintendent of Police, Jhansi.	Circle Inspector does not interfere.		
Harkness, Officiating District Superintendent of Police, Jalaun.	Inspectors only take up serious cases under orders of Magistrate or District Superintendent of Police.		
Laing, District Superintendent of Police, Lalitpur.	Inspectors do not interfere. Circular observed.		
Ross Knyvett, District Superintendent of Police, Unao.	Inspectors do not interfere.		

Inspectors are made to move about their circles, and see that their subordinates do their work, and that there is no concealment of crime, &c. They do not interfere with inquiries.

Inspectors do not interfere in inquiries.

For Hardoi, I am of opinion that the time of Inspectors is frittered away in too frequent thana inspections, and that they should undertake more investigation work than they have been hitherto encouraged to do.

Inspectors generally try to shirk taking up investigations. They have to be deputed oftener than they ought to be; and the Station Officers, mostly Head Constables, are so incompetent.

Provisions of circular fully observed.

Rules observed. Inspectors employed in very important cases only.

Inspectors are sent out to help Station Officers in important cases with advice and experience, but are not allowed to interfere.

Question 3.—Can the whole work of the Court Inspector, as regards prosecutions in Courts, be efficiently done by one man in your district? If not, give figures in support of your opinion.

No; Court Inspector requires assistance. Number of Courts, 8; average number of cases daily, 27.

One Court Inspector sufficient, except during camping season.

One sufficient. District Magistrate adds that officers trying cases do their own prosecuting work and do not require any assistance.

Yes, except when Court Inspector is absent at Sessions.

One Court Inspector sufficient, except during camping season.

No; assistance required. Magistrate asks for an assistant in the Court of every full-power Magistrate. Court Inspector to take up only really serious cases and to supervise the Assistant Court Inspector and see to the preparation of returns, &c.

Thinks a Court Sub-Inspector is necessary to take the Court Inspector's place when he is away at Sessions, and to assist him in his other work.

When Court Inspector is at Sessions and when all the Magistrates' Courts are sitting, assistance is required.

District Superintendent of Police and Magistrate both agree that the work cannot be done by one man. District Superintendent of Police suggests an assistant. Magistrate would have a prosecuting officer attached to each Court.

Says Court Inspector can do the work single-handed. Magistrate says he cannot if he does it properly.

Says the prosecuting work can be done by the Court Inspector alone. Magistrate says the Court Inspector prosecutes very few cases, and when he does appear, knows nothing. Also that the Court Head Constables are a useless lot.

Cornelius, Officiating District Superintendent of Police, Bara-Banki.

Clifford, District Superintendent of Police, Sitapur.

Pitcher, Deputy Commissioner, Hardoi.

H. D. Innes, District Superintendent of Police, Kheri.

Woodcock, District Superintendent of Police, Fyzabad.

Carew, Officiating District Superintendent of Police, Bahraich.

Phillips, District Superintendent of Police, Gonda.

Berrill, District Superintendent of Police, Rae-Bareilly.

Mumford, District Superintendent of Police, Sultanpur.

Hodgkinson, District Superintendent of Police, Partabgarh.

Hoskins, District Superintendent of Police, Meerut.

Webster, District Superintendent of Police, Muzaffarnagar.

Smythe, Officiating District Superintendent of Police, Bulandshahr.

Felton Smith, District Superintendent of Police, Aligarh.

Buller, District Superintendent of Police, Dehra-Dun.

Court, District Superintendent of Police, Agra.

O'Brien, Inspector: Officiating District Superintendent of Police, Muttra.

Garstin, District Superintendent of Police, Furruckabad.

Straight, District Superintendent of Police, Mainpuri.

Bramley, District Superintendent of Police, Etawah.

J. A. Innes, District Superintendent of Police, Bareilly.

- Hart, District Superintendent of Police, Bijnor. Thinks an assistant is required in the camping season. Magistrate would also like one, and says the clerk-constables are no good. When all the Courts are together one Court Inspector could do the work.
- Thomas, District Superintendent of Police, Moradabad. Says Court Inspector cannot do one tithe of the work alone. Asks for a proper prosecuting agency in each Court. Acknowledges it will cost money, but asserts that it must come to this. Says the Court Inspector's time is wasted at the Sessions, and argues that District Government Pleaders should learn up their own cases.
- S. H. Berkeley, District Superintendent of Police, Budaun. Magistrate and District Superintendent of Police both say the work is too heavy for one man.
- Tregear, Inspector : Officiating District Superintendent of Police, Shahjahanpur. No ; the work cannot be done by one man. Often several important cases are under trial at one time : 1,612 cognizable cases tried during the year : 1,356 convicted, 204 acquitted and 52 pending.
- Gregson, District Superintendent of Police, Pilibhit. The work can easily be done by one man.
- Sharpe, District Superintendent of Police, Allahabad. Work far too heavy for one man. Can't even get through half of it. The present Court Inspector is the best man of his class in the force ; but even he cannot manage to do more than half the prosecuting work, even with assistant to take the malkhana and other work off his hands. Magistrate agrees.
- Prince, District Superintendent of Police, Cawnpore. Says Court Inspector cannot possibly do the work alone. Magistrate says at least one man more would be required, but that nothing has hitherto been done to secure the regular prosecution of cases in the Lower Courts.
- Murphy, Officiating District Superintendent of Police, Fatehpur. Yes ; one sufficient.
- Pocock, District Superintendent of Police, Hamirpur. No ; owing to the sub-division at Mahoba being 52 miles from Head-Quarters, half the criminal work of the district is done there, and the only prosecuting agency is a Head Constable on Rs. 10.
- Kavanagh, District Superintendent of Police, Jaunpur. Court Inspector could manage the very heinous offences himself ; but if he is to do any more than that must have assistance. Magistrate agrees.
- Young, District Superintendent of Police, Benares. Says when the Sessions work is heavy the Court Inspector requires an assistant. He certainly requires one in Benares. Magistrate agrees in this, and adds that the work of the Court Inspector depends much on the idiosyncrasy of the Judge. Some require Court Inspectors to attend Sessions and some do not. Thinks that, as a rule, Court Inspectors should attend Sessions. Notes also that Junior Magistrates are nothing if not Judicial now-a-days, and are too much inclined to go on the evidence produced, and to neglect their important function of directing and revising inquiry.
- Islamulla Khan, District Superintendent of Police, Azamgarh. No ; he is too often away on Sessions work.
- Berkeley, District Superintendent of Police, Mirzapur. Thinks Court Inspectors should have an Assistant. Magistrate says if he was relieved of his other work he could single-handed prosecute in all cases in which prosecution was necessary.
- Lyll, District Superintendent of Police, Ghazipur. The Court Inspector requires an assistant because he has the malkhana, &c., to look after. He has to be absent at Sessions, and it is occasionally necessary for him to go out into officers' camps to prosecute.
- Luffman, District Superintendent of Police, Gorakhpur. Says there are nine Courts at Head-Quarters, in which, during 1889, there were 1,196 cases which required prosecution. The Court Inspector was away 149 days at Sessions, and there was nobody then to prosecute. There never is any one to prosecute in the Court of the Joint Magistrate at Kasia.
- Stanley Clarke, District Superintendent of Police, Basti. Court Inspector's duty said to be very light.
- Orr, District Superintendent of Police, Ballia. Sub-Inspector employed. Work sufficient for one man only.
- Ewart, Inspector : Officiating District Superintendent of Police, Jhansi. One man sufficient.

One man sufficient.	Harkness, Inspector : Officiating District Superintendent of Police, Jalaun.
Ditto.	Laing, District Superintendent of Police, Lalitpur.
Yes.	Knyvett, District Superintendent of Police, Unao.
Assistance occasionally required. Suggests that Deputy Commissioner or District Superintendent of Police should be allowed, in exceptional cases, to call in the assistance of the District Government Pleader.	Cornelius, Officiating District Superin- tendent of Police, Bara-Banki.
Can be done by one man with occasional assistance.	Clifford, District Superintendent of Police, Sitapur.
Can be done by one man.	Denne, District Superintendent of Police, Hardoi.
Says it cannot be done. Deputy Commissioner says it can, as Court Inspectors are only required to prosecute in Sessions cases which are defended.	H. D. Innes, District Superintendent of Police, Kheri.
Assistance of some kind must be provided.	Woodcock, District Superintendent of Police, Fyzabad.
If registers were made over to Head Constables, Court Inspectors could do the prosecuting work which is now done by the Court Head Constables. Deputy Commissioner says Court Head Constables are all idiots.	Carew, Officiating District Superin- tendent of Police, Bahraich.
One man cannot do the work. Six Courts, and Court Inspector absent 15 to 20 days every month in Sessions.	Phillips, Officiating District Superin- tendent of Police, Gonda.
The work cannot be done by one man, as the Court Inspector has to be half his time in the Sessions.	Berrill, District Superintendent of Police, Rae-Bareilly.
Court Inspector should have an assistant to keep the registers. He could do the prosecuting work alone.	Mumford, District Superintendent of Police, Sultaupur.
One Court Inspector sufficient ; but he might have an assistant in the shape of an able Head Constable to help occasionally if necessary.	Hodgkinson, District Superintendent of Police, Partabgarh.

Question 4.—If the whole of the prosecuting work cannot be done in your district by one man, would you appoint a duly qualified assistant, or what other plan would you propose ?

Would appoint a duly qualified assistant.	Hoskins, District Superintendent of Police, Meerut.
No assistant required.	Webster, District Superintendent of Police, Muzaffar- nagar.
Thinks assistant required. Magistrate disagrees.	Smythe, Officiating District Superin- tendent of Police, Bulandshahr.
Thinks when Court Inspector is away at Sessions either the District Superintendent of Police's Reader, or the Sub-Inspector in charge of the Head-Quarter Station, might prosecute.	Felton Smith, Dis- trict Superinten- dent of Police, Aligarh.
As it is utterly out of the question that the whole of the prosecuting work can be done by one man, I would, in addition to the Court Inspector, appoint a duly qualified assistant in the shape of a Sub-Inspector on Rs. 50 and Rs. 70 per mensem, who would conduct the prosecution in all important cases in which the Court Inspector could not, by reason of having another case on hand or absence in the Sessions Court, be able to attend to himself.	Court, District Superintendent of Police, Agra.
But even this "duly qualified assistant" to the Court Inspector would not be sufficient for the prosecuting work of the district. In this district there are ordinarily 14 Courts sitting, besides the Sessions ; of these, five are in different parts of the district, and nine at the Sadar during the hot weather months ; and of these nine during the cold weather five are ordinarily in different parts of the district, and provision must be made for the prosecution of cases in each Court. For this purpose I consider that it is imperatively necessary that the latter part of Section 24 of Act V of 1861, viz., "and to prosecute such person up to final judgment," and which was cancelled by Schedule I of Act X of 1882, should be restored,	

and such power of prosecution be conferred on "any Police Officer," with the sole proviso, as contained in Section 13 of Act X of 1886, *viz.* :—"An officer of Police shall not be permitted to conduct the prosecution if he has taken any part in the investigation of the offence with respect to which the accused is being prosecuted."

O'Brien, Inspector :
Officiating District
Superintendent of
Police, Muttra. Would have an Assistant Court Inspector. Magistrate thinks Court Inspector no good, but would appoint a pleader for Magistrate's Court, and would empower the District Magistrate to appoint a special pleader in important cases. Thinks Government is at present inclined to ignore the Courts of original jurisdiction, and only to wake up to the necessity of looking after its interests when the cases have drifted into Court of appeal.

Garstin, District
Superintendent of
Police, Furruck-
abad. Would prefer a duly qualified Assistant Court Inspector.

Straight, District
Superintendent of
Police, Mainpuri. Would appoint a Sub-Inspector or Assistant Court Inspector. Magistrate wants a prosecuting officer in each Court.

Bramley, District
Superintendent of
Police, Etawah. Says if Court Inspector has to attend Sessions and prosecute all important cases, he should have a qualified assistant. Magistrate agrees.

Hart, District Super-
intendent of Police,
Bijnor. Would have an assistant who has passed the Court Inspector's test.

Thomas, District Su-
perintendent of
Police, Moradabad. I consider the Court Inspector should be required to pass the High Court's Pleaders' Examination, and that each Court of full-powered Magistrates should be provided with a passed officer of a grade not lower than Head Constable, first grade, Rs. 25 per mensem. These officers should be placed on a separate list, and they should not be appointed unless possessing the required legal training and acumen. From this list should be chosen the Court Inspector, whose pay should be not less than Rs. 300, or even Rs. 400 per mensem. The selection should be by merit and legal ability.

Perhaps, as difficulty might be experienced in securing qualified men to accept the subordinate posts, it would be as well to make the salary Rs. 50 instead of Rs. 25. All this would cost money; but I can see no other way out of the present lamentable position. It is truly distressing, and it is yearly reducing Police action into a farce; it is a dead loss to Government, and a squandering of the public funds; it is child's play—the maintenance of an expensive Police force—to run criminals in, and a costly judicial staff to let them off. Failures of justice are the rule, not the exception now-a-days.

S. H. Berkeley, Dis-
trict Superintend-
ent of Police,
Budaun. Magistrate and District Superintendent of Police agree that a qualified assistant should be appointed.

Tregear, Inspector :
Officiating District
Superintendent of
Police, Shahjahan-
pur. Would not have an Assistant Court Inspector, but would appoint a Head Constable to each Court and allow him to prosecute.

Gregson, District
Superintendent of
Police, Pilibhit. No assistant required.

Sharpe, District
Superintendent of
Police, Allahabad. Yes; I would have a duly qualified Sub-Inspector. One permanent man should be sufficient. He should, however, get at least Rs. 100 a month in a place like this. I would also suggest that District Superintendent of Police should, with the sanction of the Court, be permitted to appoint any Sub-Inspector whom he considered fit and able to prosecute, on occasion, for the purpose of prosecuting any special case.

Hamblin, Magistrate,
Cawnpore. In my opinion each case as it originally comes in, in its first report, should be noted as "very important," "important" and "unimportant." This classification should be checked at first by the District Superintendent of Police, and would be liable also to subsequent alteration by order of the Court. The first advantage of this system of classification would be that, as the Inspector-General of Police wishes, statistics would be available as to the number of really serious crimes that occurred year by year, and the progress of effort towards checking them would be apparent. Of course, it is impossible to draw up rules, saying that a crime entered under a particular section must be classed as important. This can be done in the case of a crime like murder, but it cannot be done with crime like dacoity. Dacoity is a most serious crime in the majority of instances, and yet it is possible to have cases which are merely technically dacoities and which in reality are of no importance. Similarly theft varies enormously,

from the theft of an anna's worth of grain from a standing crop to the theft of thousands of rupees of property. The classification of the case must be left, in the first instance, to the District Superintendent of Police, and the treatment which will follow will bring prominently before the Court the entry made, and the Court will be stimulated to call attention to mistakes and have them corrected.

All cases entered as "unimportant" by the District Superintendent of Police should go straight before the Court, and the prosecution would be in the hands of the Court Head Constable. I would strongly recommend that prosecution in such cases should be left to the Court Head Constable, and the present law amended so as to legally allow of this. Of course in such cases objections to this practice are little likely to occur; but the practice should, in my opinion, be legalised. In my opinion the alteration of the law should be that the prosecution in criminal cases should be conducted by the Prosecuting Department of the district, and among this class the Court Head Constable would be entered by executive order. I have myself, in my work as a Magistrate, found great assistance from having a Head Constable able to do even the simple work of questioning witnesses, and so saving me from this fatigue. In the great mass of work that Criminal Courts have to do now-a-days, this assistance is not to be neglected. I have, of course, always been on the watch to see that the questioning has been proper, but my labour has been reduced to doing this and keeping my record. Every help in a long day's work is valuable. This class of case does not require a long study of the Police papers; the hearing can, as a rule, go on straight when the case first appears before the Court.

Cases coming under the head "important" and "very important" require different treatment. At present they are scrutinized in a more or less effectual way in the District Superintendent of Police's office and by the Court before trial. The Court has, as a rule, very little time to spare in its day's work for this, and until its work is lessened, very little more can be expected from the Court in this class of work. In default of lessening the work of the Court so as to allow of more effectual performance of this work of scrutinizing Police papers, the remedy I suggest is as follows. At present the officer who reads through the Police papers as they come into the Police office and the officer who prosecutes in Court, are distinct. I am of opinion that a great saving of time and efficiency would be gained by making these two works be done by one and the same officer. It stands to reason that the officer who knows the papers from the first, and has watched the course of the Police inquiry, is in a much more suitable position for effectually conducting the case in Court than he is who begins at the end to wade through a mass of Police papers and find out for himself, by a difficult process of study, which are the important facts in the case, and what is the most suitable evidence. It would be ascertained by a process of experiment how many men would be required for this work of examining the papers of the Police inquiry in the District Superintendent of Police's office and conducting the prosecutions in Court. This branch would be called the Prosecution Department, and would require, for a proper performance of its duties, a higher standard of intelligence than is sufficient for the ordinary Police clerk. There would be three ranks in it—the Head Constable prosecuting in Courts, the Sub-Inspector and the Inspector. Admission into the branch would be for ordinary candidates into the Head Constable rank, and those admitted in this way who were not pleaders could only rise to be Sub-Inspectors. There would be a distinct disadvantage in the promotion of the Head Constable to the Sub-Inspector rank, for he would, as a rule, be not fully qualified for the conduct of the prosecution in the important cases, and it would be only the specially good ones that should get promotion in this branch; the others would return to the ordinary line for their promotion. The candidate in this branch who had by practice as a pleader in Courts qualified for higher appointments in this department would enter as a Sub-Inspector or even in special cases as an Inspector.

It is unnecessary to point out the great advantages of sorting off the work in this way, and so of allowing time for the really important work. This important work would be under the scrutiny, from the first, of qualified

men who would know the weak points from the Court point of view, and would know with respect to what matters further evidence would be required; the District Superintendent of Police could exercise a general supervision, perhaps retaining in his own hands the papers referring to some particular branch, like dacoity or murder, which he might change from time to time as he thought desirable. The really essential thing is that the one who is responsible for the inquiry in the District Superintendent of Police's office should be the one who conducts the prosecution in Court, the reason being that if he does his work properly, he is by far the best fitted for the conduct of the prosecution. The hearing of the case in Court would be always a very practical examination by the Court of the way in which the work had been done in the District Superintendent of Police's office.

Prince, District Superintendent of Police, Cawnpore.

Says two Assistant Court Inspectors at least would be required.

Murphy, District Superintendent of Police, Fatehpur.

No Assistant required.

Denniston, Magistrate, Hamirpur.

Much depends upon the meaning of the word prosecution. No policeman, unless it be a very exceptional Court Inspector, is fit to prosecute in the sense of asking questions of the witnesses, because such questions always degenerate into leading questions. On the other hand, a great deal may depend upon the presence in Court of a smart man able to master the diary rapidly, to state the case for the prosecution concisely at the outset to the Magistrate, and suggest to the Magistrate from time to time any special matter which has escaped his attention. Behind the question of improving the prosecuting Police staff lies the still more important necessity of improving that which constitutes the brief for the prosecution, namely, the summary (*natija*) appended to the special diary with the question of improving the diary itself. But on these points suggestions are not invited in the query.

With a properly-framed summary (*natija*) and diary I think that any efficient Head Constable should be able to prosecute in ordinary cases. By an efficient Head Constable I mean a man who is fit to investigate a case as distinguished from a mere clerk. I would not draw the line at Rs. 25. This part of the question is intricate, and I will not discuss it here.

Pecock, District Superintendent of Police, Hamirpur.

Would have a Head Constable on Rs. 25 attached to each Court who should prosecute cases.

Kavanagh, District Superintendent of Police, Jaunpur.

Would appoint either a duly qualified Assistant to the Court Inspector, or a Mukhtar to prosecute under Court Inspector's directions. Magistrate prefers a Mukhtar paid by the hour.

Young, District Superintendent of Police, Benares.

Would appoint a Sub-Inspector of first or second grade; but Magistrate thinks the Head Constable in each Court should be allowed to prosecute, and the smartest young heads should be chosen, the post being recognized as a stepping-stone to a Court Inspectorship. Also thinks senior Assistant Court Inspectors should be given a status in Judge's and Magistrate's Courts.

Islamulla Khan, District Superintendent of Police, Azamgarh.

Would appoint an Assistant.

Berkeley, District Superintendent of Police, Mirzapur.

Would appoint a qualified Sub-Inspector as Assistant Court Inspector. No special allowance. Magistrate agrees.

Lyall, District Superintendent of Police, Ghazipur.

Would appoint a competent Assistant.

Luffman, District Superintendent of Police, Gorakhpur.

Would prefer to have a Head Constable to prosecute in each Court; but if that were not feasible, would have a Sub-Inspector, first grade, as Assistant Court Inspector.

Stanley Clarke, District Superintendent of Police, Basti.

All the work can be done by one man.

Orr, District Superintendent of Police, Ballia.

No Assistant required. In heavy districts would give either a Sub-Inspector or a Head Constable to assist according to size and importance of districts.

No Assistant required.

Ewart, Inspector :
Officiating District
Superintendent of
Police, Jhansi.

Harkness, Inspector :
Officiating District
Superintendent of
Police, Jalaun.

Laing, District Su-
perintendent of
Police, Lalitpur.

No assistance required in prosecutions. A Head should be given to assist in other duties.

Ross Knyvett, Dis-
trict Superinten-
dent of Police,
Unao.

Assistance required only occasionally.

Cornelius, Officiating
District Superin-
tendent of Police,
Bara-Banki.

No Assistant required. Wants the extra men for thana work.

Clifford, District
Superintendent of
Police, Sitapur.

Ditto

do.

do.

Denne, District
Superintendent of
Police, Hardoi.

Would like an Assistant on pay of grade *plus* percentage on convictions. Deputy Commissioner says no Assistant is required, and if one is given, does not approve the proposal to pay by percentage on convictions.

H. D. Innes, District
Superintendent of
Police, Kheri.

Would appoint Sub-Inspector, first grade, as Assistant Court Inspector.

Woodcock, District
Superintendent of
Police, Fyzabad.

Would relieve the Court Inspector of all office work.

Carew, Officiating
District Superin-
tendent of Police,
Bahraich.

Would appoint a Sub-Inspector to assist the Court Inspector in prosecuting cases.

Phillips, Officiating
District Superin-
tendent of Police,
Gonda.

Do.

do.

Berrill, District
Superintendent of
Police, Rae-Bareilly.

Do.

do.

Mumford, District
Superintendent of
Police, Sultanpur.

Assistant not required.

Hodgkinson, District
Superintendent of
Police, Partabgarh.

Question 6.—Do you consider the present arrangement of Police stations in your district satisfactory in respect of the areas, population and return of cognizable crime in the various Police Circles, and their grading as Police stations of the first, second and third class? If not, what proposals for its improvement have you to make?

The present arrangement of Police stations in Hardoi is most unsatisfactory. The areas in some cases are far too large, and the limits, in my opinion, very ill-arranged. My predecessor, Colonel Horsford, represented the needs of the district to Government very strongly some two years ago, but nothing has been done. Colonel Horsford asked for eight more stations, or twenty in all; but after close estimation I am satisfied that four would be sufficient for the present. This would give us 16 thanas, and we have already 16 most conveniently arranged circles in the 16 Kanungo circles, in 12 of which the existing thana buildings are fairly centrally situated. I have but lately reduced the Kanungo circles from 17 to 16, and in re-arranging them have borne in mind the desirability of the boundaries of thana and Kanungo circles being assimilated. Central points for the new thana stations would be—(1) Sarnanagar, (2) Jagdispur, (3) Sandi, and (4) Landra.

Pitcher, Deputy
Commissioner,
Hardoi.

The pay for the new Thanadars should not be less than Rs. 30 per mensem, and as the reduction of one Kanungo saves Government Rs. 35-8 per mensem, the increase in cost would only amount to Rs. 1,200 per annum if the men are re-distributed as Colonel Horsford proposed. This increase in expenditure would, I believe, be fully recouped in better results and a consequent decrease in expenditure on criminals.

Question 8.—Do you consider the present strength prescribed for each class of Police Station adequate to meet present requirements, or would you suggest any alteration? Were the Civil Police relieved of the work of serving summonses in non-cognizable cases, would any reduction in the prescribed strength of the Station Police be rendered practicable?

Hoskins, District Superintendent of Police, Meerut.

Thinks the present strength would be sufficient if work lessened, but would increase the number at thanas in Tahsili Head-Quarters to allow of escorts for treasure being provided.

Webster, District Superintendent of Police, Muzaffarnagar.

Present force inadequate, even if summonses were taken away.

Smythe, Officiating District Superintendent of Police, Bulandshahr.

Sufficient but not excessive. Could not be reduced even were summonses taken away.

Felton Smith, District Superintendent of Police, Aligarh.

No change necessary, except that Station Police should be relieved of the duty of watching criminal tribes. Does not think they would get much relief by summonses being served by others.

Buller, District Superintendent of Police, Dehra-Dun.

Summonses mostly in towns are served by Municipal Chaukidars. No change possible in Police, even if this duty is taken away.

Court, District Superintendent of Police, Agra.

Even if the Civil Police were relieved of the work of serving summonses in non-cognizable cases, no reduction would, I consider, be rendered practicable in the prescribed strength of the Police Station. Regarding the issue of such summonses, the following Government Circular No. 45A of 26th November, 1869 (page 30, VIII, *Manual of Government Orders*), is in force :—

“The time of the Police ought not to be taken up in serving summonses, which it is not absolutely necessary to issue.

“The issue of processes should be limited ordinarily to offences not trivial. In cases of non-cognizable offences the Criminal Procedure Code (Section 244) contemplates that complainants as well as accused persons should produce their own witnesses. It is only when it appears that any person is likely to give *material* evidence on behalf of the complainant, or the person accused, that summons should be issued.”

O'Brien, Inspector : Officiating District Superintendent of Police, Muttra.

No reduction possible even if serving of summonses were taken away.

Garstin, District Superintendent of Police, Furruckabad.

Would fix strength at—

				S.-I.	H. C.	C.
1st class	..	..	..	1	3	18
2nd „	..	..	..	1	3	12
3rd „	..	..	..	0	3	9

Thinks Head Constable, Muharrir, should not be sent away to make inquiries. Does not think relief from service of summonses would make any difference.

Straight, District Superintendent of Police, Mainpuri.

Would fix strength of stations at—

		S.-I.	H. C.	C.	
1st class	..	1	3	14	(Head Constables, 2 investigating, 1 Muharrir, 1 Constable, Assistant Muharrir).
2nd „	..	0	3	11	(Head Constables, 2 investigating, 1 Muharrir. No Assistant Muharrir).
3rd „	..	0	2	9	(Literate Constable to do Muharrir's work).

Magistrate agrees generally, and thinks there should be only two classes of thanas; also that no Station Officer should get less than Rs. 25. Both think the Police should be relieved of process-serving, but that no reduction in the force is on this account possible.

Bramley, District Superintendent of Police, Etawah.

Magistrate says all stations should be strengthened. Considers number of Constables insufficient for beats, and number of officers too few for real surveillance of bad characters. Does not think the relief proposed would make any reduction possible.

Thinks the scale should be for first class, 12 ; second class, 10 ; third class, 8 Constables ; and is of opinion that relieving the Police of serving processes would not render any reduction practicable.

J. A. Innes, District Superintendent of Police, Bareilly.

Magistrate and District Superintendent of Police want to allocate 15, 10 and 8 Constables at thanas, leaving the investigating staff as at present. Under no circumstances could the staff be reduced even if relieved of serving processes.

Hart, District Superintendent of Police, Bijnor.

Taking away the serving of summonses would relieve the Station Police immensely, but even so no reduction could safely be made.

Thomas, District Superintendent of Police, Moradabad.

Present strength adequate, but no reduction can be made even if the force is relieved of the work of serving summonses.

S. H. Berkeley, District Superintendent of Police, Budaon.

Suggests that an extra Investigating Officer and three extra Constables for sentry duty be added to each first and second class thana, all third class thanas being abolished. Magistrate agrees. Adds that the Muharrir should never be allowed to investigate.

Tregear, Inspector : Officiating District Superintendent of Police, Shahjahanpur.

Makes the following suggestions :—

Gregson, District Superintendent of Police, Pilibhit.

(1).—That no officer below third grade Sub-Inspector should be allowed to hold charge of a thana.

(2).—That the Head Muharrir should never be allowed to take up investigating work.

(3).—Would add an extra Investigating Officer all round. Does not think that taking away process-serving would enable any reduction in force to be made. Magistrate agrees.

Says, raise Constables to 14, 10 and 8, and keep the work of process-serving in their hands, as it makes them come in contact with a number of people, and enforces in a measure thorough acquaintance with their beats. Says that even if this duty was taken away no reduction could be made. Magistrate agrees, but advocates increase only in second to 10, and in third class to 8, leaving first class thanas at 12.

Sharpe, District Superintendent of Police, Allahabad.

Would raise all third class to second class stations with nine Constables. Does not think the taking away of the service of summons would allow of any reduction.

Prince, District Superintendent of Police, Cawnpore.

No alteration required.

Murphy, Officiating District Superintendent of Police, Fatehpur.

Adequate ; no relief by taking away summonses : only 292 per annum per thana.

Pocock, District Superintendent of Police, Hamirpur.

Says the daily average of men employed in serving summonses is about two per thana per diem. If this duty were taken away it would give them more time for their other work, but no reduction could be made. Magistrate agrees.

Kavanagh, District Superintendent of Police, Jaunpur.

Neither Magistrate nor District Superintendent of Police recommend relieving the Police of the duty of serving summonses. District Superintendent of Police wants the force increased. Magistrate thinks it fairly sufficient, but would, in city, separate the night duty Constables entirely.

Young, District Superintendent of Police, Benares.

If Police were relieved of this work it would give them more time to devote to their legitimate duties.

Islamulla Khan, District Superintendent of Police, Azamgarh.

Thinks staff adequate, but does not think the service of summonses adds much to their work. Magistrate would not relieve the Police of this duty *as it makes them move about and learn something of the people.*

Berkeley, District Superintendent of Police, Mirzapur.

Thinks this would afford some but not much relief ; and even if this duty were taken away, is of opinion that the strength at all thanas should be increased 25 per cent., and that there should be two Investigating Officers at all small stations and three at all large.

Lyall, District Superintendent of Police, Ghazipur.

Does not consider that relieving the Police of the duty of serving summonses in non-cognizable cases would render any reduction in the number of Constables at stations possible. Says the Police cannot now do their legitimate duties, which are done for them by Chaukidars and *Goratts*. Thinks the staff at Police Stations should be strengthened rather than diminished.

Luffman, District Superintendent of Police, Gorakhpur.

Wyer, Magistrate,
Basti.

I may mention that I have reduced the number of summonses issued to a very sensible extent by withdrawing the power of taking petitions from the Tahsildars. The number of persons brought before the Court on summons fell from over a thousand to 192 during the last quarter. This will also have effected a corresponding reduction in the summonses issued to witnesses.

For my own part I think that perhaps summonses might be served through the Post Office, except in special cases in which service might be made as at present through the Police.

But the question is many-sided, and the Postal Department might object to this proposal as tending to make the Department unpopular with the people.

Stanley Clarke, District Superintendent of Police,
Basti.

Present strength sufficient ; no alteration required.

Orr, District Superintendent of Police,
Ballia.

Would raise Sikandarpore to first class, and maintain all other stations. Would relieve Police of serving summonses, but does not think the force could be reduced.

Ewart, Inspector :
Officiating District Superintendent of Police, Jhansi.

Harkness, Inspector :
Officiating District Superintendent of Police, Jalaun.

Laing, District Superintendent of Police, Lalitpur.

Staff adequate. No reduction possible even if process-serving were taken away.

Ross Knyvett, District Superintendent of Police, Unao.

Present strength insufficient. Circles too large. No reduction possible.

Cornelius, Officiating District Superintendent of Police, Bara-Banki.

Does not advocate process-serving being taken away from the Police, as it enables them to learn their beats. If taken away, it would give them more time for other duties, but would not enable any reduction in strength to be made. Thinks the strength should be fixed according to size, population and crime of circle. Deputy Commissioner concurs.

Clifford, District Superintendent of Police, Sitapur.

Strength of Investigating Officers inadequate. Thanas so large that investigations are often in arrears, and too much of this work is done by Head Constables on Rs. 10. Advocates Police being relieved from inquiries into *all* cases of burglary and theft where property unrecognizable.

Denne, District Superintendent of Police, Hardoi.

Thinks the force in some of the large stations is inadequate. Does not approve of the work of serving summonses being taken away from the Police, as it is the only thing which makes them visit their beats.

H. D. Innes, District Superintendent of Police, Kheri.

Present strength inadequate, but would be sufficient if Police were relieved of duty of serving summonses.

Woodcock, District Superintendent of Police, Fyzabad.

Strength sufficient, but the relief suggested would allow of no reduction.

Carew, Officiating District Superintendent of Police, Bahraich.

Proposal would give very little relief.

Phillips, Officiating District Superintendent of Police, Gonda.

Strength sufficient. Proposal would give little relief. Would retain process-serving in the hands of the Police, as it enables Station Officers to obtain information regarding outlying villages, which would otherwise be seldom or never visited.

Berrill, District Superintendent of Police, Rae-Bareilly.

No alteration necessary. Thinks it inadvisable that the Police should be relieved of the duty of serving summonses.

Mumford, District Superintendent of Police, Sultanpur.

Would give relief, but not sufficient to allow of any reduction in strength. At present the Constables are overworked.

Hodgkinson, District Superintendent of Police, Partabgarh.

Would give but little relief. No alteration possible.

Question 11.—With reference to the different scales laid down for escorts of Treasure in the North-Western Provinces and Oudh (see pages 122 and 123, Police Manual), do you consider the scale prescribed for the North-Western Provinces sufficient?

Yes ; it might even be reduced.

Would fix scale on amount, not per wagon. Thinks present scale insufficient, but does not say why.

Both the value of the treasure and the number of carts should be taken into consideration in determining the strength of the escort. I do not think that a hard-and-fast rule should be laid down ; but certain limits should be prescribed within which the Magistrate and District Superintendent of Police should have freedom to act. Not only, as Mr. Straight observes, do some districts require stronger guards than others, but even in the same district the distance of the tahsili, the character of the roads communicating with them, the risk of delay and the possibilities of attack, are all elements to be considered in determining the strength of the escort. In this district, for instance, treasure sent from the Bhangraon Tahsil, $6\frac{1}{2}$ miles from the Head-Quarters' Treasury with a good metalled road, could always be sent by day in three or four hours, and the guard could be of the minimum strength. On the other hand, treasure sent from the Mustafabad Tahsil, which has to pass over 20 miles of rough country road on which there is comparatively little traffic, and then over 18 miles of metalled road, requires to be escorted by a guard of the maximum strength.

Agrees with the above remarks.

District Superintendent of Police and Magistrate both think the scale should be increased in Etawah, where the treasure has to pass through ravaging country notoriously frequented by dacoits.

Present scale has worked well hitherto, but would increase escort to one Head Constable and four Constables for one wagon.

Has no reason to consider the scale inadequate.

Considers present scale *not* sufficient.

Say present scale is insufficient in case of an attack.

Says the scale one Head Constable and two Constables for a wagon should be raised to one Head Constable and four Constables, as it is unfair to expect men to work night and day.

Says the scale is very low. A wagon is supposed to contain Rs. 50,000, and the guard consists of one Head Constable and two Constables—not sufficient : should be four Constables.

Would have one Head Constable and four Constables as the tahsil guard and would have one quarter of the Constables at all Police Stations supplied from the Armed Police, so that escorts may be relieved. Thinks the reserve should consist of thirty, forty and sixty men in a third, second or first class district, respectively—not less.

Present scale sufficient, but the Railways should be more freely utilised, and District Superintendent of Police should have discretion to increase escorts in exceptional cases.

Thinks there should be four instead of two Constables with one wagon to allow the sentries to be relieved.

Scale sufficient in ordinary times. Under present disturbed state of district would put on extra men.

Thinks North-Western Provinces scale too low. Would raise to half Oudh scale.

Buller, District Superintendent of Police, Dehra-Dun.
Garstin, District Superintendent of Police, Furruckabad.
Rose, Magistrate, Mainpuri.

Straight, District Superintendent of Police, Mainpuri.
Bramley, District Superintendent of Police, Etawah.

J. A. Innes, District Superintendent of Police, Bareilly.

Thomas, District Superintendent of Police, Moradabad.

Tregear, Inspector : Officiating District Superintendent of Police, Shahjahanpur.

Gregson, District Superintendent of Police, Pilibhit.

Sharpe, District Superintendent of Police, Allahabad.

Kavanagh, District Superintendent of Police, Jaunpur.

Luffman, District Superintendent of Police, Gorakhpur.

Stanley Clarke, District Superintendent of Police, Basti.

Orr, District Superintendent of Police, Ballia.

Ewart, Inspector : Officiating District Superintendent of Police, Jhansi.

Laing, District Superintendent of Police, Lalitpur.

Ross Knyvett, District Superintendent of Police, Unao.

Cornelius, Official
ing District Super-
intendent of Police,
Bara-Banki.

Thinks North-Western Provinces scale too low. Would have one Head and three Constables for one wagon, one Head and six Constables for two wagons, and two Constables extra for each extra wagon.

H. D. Innes, Dis-
trict Superinten-
dent of Police,
Kheri.

Would give District Superintendent of Police discretionary power to raise scale in exceptional cases, *i. e.*, if distance great, roads bad, &c.

Mumford, District
Superintendent of
Police, Sultanpur.

Thinks North-Western Provinces scale sufficient, but would give three instead of two Constables if distance greater than can be travelled in one day.

Hodgkinson, District
Superintendent of
Police, Partabgarh.

Says North-Western Provinces scale too low, as there are no road Chaukidars in Oudh. Deputy Commissioner says all that is required is that the guard should be sufficiently strong not to tempt attack by its weakness.

All other District Superintendents of Police say North-Western Provinces scale sufficient.

Question 13.—If the work of serving summonses in non-cognizable cases were made over to a special staff of peons under the Nazir or Court Inspector, would the change afford any appreciable relief to the Civil Police in your district; and would you recommend the work being made over to the Nazir or to the Court Inspector? State what additional staff would be required in either case.

Hoskins, District
Superintendent of
Police, Meerut.

It would be a very great relief to the Civil Police if the serving of summonses, not only in non-cognizable cases but in all cases, was taken from them and made over to a special staff. During the year the following summonses and processes were made over to the Police :—

Summonses in cognizable cases	..	..	..	4,290
„ „ non-cognizable cases	..	..	..	6,808
Other processes	..	..	..	2,401
			Total	13,499

The amount of work which the above entail can only be realised when the distance of villages from Police Stations is calculated. I would recommend that this work be made over to the Nazir: the staff he would require is five process-servers at each tahsil. All summonses in cognizable and non-cognizable cases, and all processes would be made over to the Nazir, who would send them to the several tahsils through the Post Office. At the tahsils they would be made over to the process-servers.

The present strength of Chaukidars employed in Municipalities is sufficient. The scale of Jemadars is low—one Jemadar to 17 Chaukidars. I would recommend an increase of three Jemadars. The proportion would then be one Jemadar to 15 Chaukidars. The pay of both Jemadars and Chaukidars is too low.

The average pay of Jemadars is Rs. 10, and of Chaukidars, Rs. 4-6. It must be remembered that these appointments are non-pensionable. I would recommend three grades of Jemadars :—

First grade	..	..	..	Rs. 15
Second „	..	..	..	„ 12
Third „	..	..	..	„ 10

And three grades of Chaukidars :—

First grade	..	..	..	Rs. 7
Second „	..	..	..	„ 6
Third „	..	..	..	„ 5

In Part I, answer to question No. 23, I have given the present expenditure and the increase if the above grades and scales of pay were introduced.

Webster, District
Superintendent of
Police, Muzaffar-
nagar.

Make over to Nazir. 1,490 summonses—four peons required. Would afford relief, and allow Constables to spend more time on their beats.

Thinks this would be a great relief to the Police. Would employ one peon for each station. Magistrate would leave the duty with Police.

Smythe, Officiating District Superintendent of Police, Bulandshahr.

Sees no good in making any change in this direction.

Felton Smith, District Superintendent of Police, Aligarh.

No special relief would be afforded. Would not make over to Nazir.

Buller, District Superintendent of Police, Dehra-Dun.

If Government orders were observed, the number of summonses, in cognizable cases, would be very small (*see* Rules, p. 30, VIII, *Manual of Government Orders*), and could easily be managed by Civil Police.

Court, District Superintendent of Police, Agra.

Would not change the system, as most of the summonses are served by Town and Municipal Police.

O'Brien, Inspector: Officiating District Superintendent of Police, Muttra.

If staff increased as proposed in answer to question 8, thinks the work might still be left with the Police.

Garstin, District Superintendent of Police, Furruckabad.

Note.—Has already said that taking it away would give *no* relief!

Both Magistrate and District Superintendent of Police agree that appreciable relief would be afforded by this plan. District Superintendent of Police would make over the work to the Court Inspector with ten peons. Magistrate is doubtful whether to make over to Court Inspector or Nazir.

Straight, District Superintendent of Police, Mainpuri.

Thinks this arrangement would relieve the Police a good deal. Would place the staff under Court Inspector, and give three peons for each thana. Magistrate would add three Constables to each thana for the work, on the ground that District Superintendent of Police's plan would be too expensive!

Bramley, District Superintendent of Police, Etawah.

Says that a good deal of the men's time is occupied in this duty, and then produces a statement of six stations showing Rs. 3 per mensem for each Constable.

J. A. Innes, District Superintendent of Police, Bareilly.

Would have an increased staff at thanas to do this duty. Thinks taking the service of processes away would certainly relieve the Civil Police, but a large staff would be required at Head-Quarters; there would be great delay, and the Constables would not know their beats so well.

Hart, District Superintendent of Police, Bijnor.

I think the work should be made over to the Nazir; the Court Inspector having already more work than he is able to perform in the shape of prosecution. I am not prepared to advise as to the required staff of peons. This, of course, depends much upon circumstances of special districts. I should think three or four peons at each tahsil, to be subordinate to the Tahsildar, would suffice.

Thomas, District Superintendent of Police, Moradabad.

The change would afford appreciable relief. Cannot say what staff would be required.

S. H. Berkeley, District Superintendent of Police, Budaon.

Thinks the work should remain with the Police, as it gives the men opportunities of becoming acquainted with their beats. Magistrate concurs.

Tregear, Inspector: Officiating District Superintendent of Police, Shahjahanpur.

Thinks the plan would afford relief. Suggests the posting of peons at thanas for this work—first class, four; second class, three; third class, two. Magistrate agrees, but says scale much too high. Suggests two peons at first class and one each at second and third class thanas.

Gregson, District Superintendent of Police, Pilibhit.

Serving summonses in non-cognizable cases is a duty which falls most heavily on Police in Municipalities of large cities like Allahabad; and it is for such places I would advocate the entertainment of a special staff of peons for service. I would place this staff under the Nazir. For Allahabad there would have to be four peons.

Sharpe, District Superintendent of Police, Allahabad.

In the mofussil it would, I am afraid, be impossible to secure prompt service, except through the agency of the local Police; and therefore I would recommend that the Station Staff be increased by two Constables in first class, one in second class, and two in third class stations in the mofussil, to enable the Police to perform this duty without injury to the performance of their other and more legitimate duties.

Hamblin, Magistrate,
Cawnpore.

Mr. Prince prefers the serving of processes in the mofussil to be carried out by the Station Constables as at present; the reason probably being that the Constable has to visit villages in his beat, and that he may therefore quite as well fill up the time with delivering summonses as simply making ordinary inquiries. I think this reason is a good one, and would leave the present arrangement undisturbed in rural tracts.

As regards the city, I think it would be a distinct advantage to have the purely mechanical work of serving summonses done by a lower-paid staff under the Court Inspector. I would place it under the Court Inspector because of his greater familiarity with the requirements of the criminal law. If the staff to be appointed were not enrolled as Police, then, under Section 68 of the Criminal Code, they would require to be appointed as officers of the Court of the District Magistrate and Courts subordinate.

I agree in the proposal of Mr. Prince that six men should be appointed as peons for this work.

I am not aware why opinions were not asked about the serving of summonses in cognizable cases as well. There is to my mind no reason why summonses in non-cognizable cases should be served through a special staff, which is not equally applicable to cognizable cases.

Prince, District
Superintendent of
Police, Cawnpore.

Says serve summonses in city through a staff of peons under Court Inspector. Adds that last year 9,194 summonses in non-cognizable cases were served in the city of Cawnpore, and that six men would be required to do the work. Would retain mofussil summonses with the Police.

Murphy, Officiating
District Superin-
tendent of Police,
Fatehpur.

The change would greatly relieve the Police. Would give the Nazir an assistant and ten peons.

Pocock, District
Superintendent of
Police, Hamirpur.

It would give no relief, but the work might be handed over to the Nazir with a couple of peons at each tahsil.

Kavanagh, District
Superintendent of
Police, Jaunpur.

The change would afford considerable relief. Would make the duty over to the Nazir who, with eight or ten peons, could easily carry it out. Magistrate agrees.

White, Magistrate,
Benares.

Probably there would be no great relief; and the proposed change is to be deprecated. The more the Constables are obliged to move about their jurisdictions the better; otherwise they would spend most of their time lazing and loafing about the thana.

By having to go about the jurisdiction serving summonses, Constables of minimum intelligence even pick up a good deal of useful information. In any case the number of Constables cannot be reduced.

Young, District
Superintendent of
Police, Benares.

Quite unnecessary. Would afford no relief.

Islamulla Khan,
District Superin-
tendent of Police,
Azamgarh.

Would afford considerable relief to Station Staff. Should be made over to Nazir. Eighteen peons would be sufficient for the district.

Berkeley, District
Superintendent of
Police, Mirzapur.

District Superintendent of Police says Police are not overworked. Magistrate would leave things as they are.

Lyall, District Super-
intendent of Police,
Ghazipur.

Would afford some relief. Would make over to Nazir. Some 15 peons would be required.

Luffman, District
Superintendent of
Police, Gorakhpur.

Would make over the work to the Nazir. Thinks 30 peons would be sufficient in Gorakhpur.

Stanley Clarke,
District Superin-
tendent of Police,
Basti.

District Superintendent of Police says it would afford considerable relief. Magistrate does not agree.

Orr, District Super-
intendent of Police,
Ballia.

Yes; to a very great extent. During 1889 no less than 7,062 summonses were served by the Police. I would recommend the work being made over to the Nazir. A staff of peons would be required for this duty, and if they were employed solely on this work, each peon should be capable of serving 400 summonses per annum. In this district a staff of 18 peons would be required. Two peons at each of the tahsils and 12 with the Nazir.

Ewart, Inspector:
Officiating District
Superintendent of
Police, Jhansi.

Would afford some relief, and would not allow of any reduction in strength. Magistrate says the relief would be small, and that this is the only duty which takes Constables into their beats.

- Not much relief. Would place special staff under Court Inspector. Harkness, Inspector :
Officiating District
Superintendent of
Police, Jalaun.
- Much relief would be afforded. Would make duty over to Tahsildars and their staff. Laing, District
Superintendent of
Police, Lalitpur.
- Would give much relief. Would make over to the Nazir with peons at tahsils. Ross Knyvett, District
Superintendent of
Police, Unao.
- Would keep the work with the Civil Police. Deputy Commissioner agrees and believes that the work was made over to the Nazir in 1874-75, and found to work unsatisfactorily. Cornelius, Officiating
District Superin-
tendent of Police,
Bara-Banki.
- Does not think this would make any appreciable difference. Clifford, District
Superintendent of
Police, Sitapur.
- I very strongly recommend that the work of serving summonses in non-cognizable cases be entrusted to the Post Office if a practical mode of working can be devised. I have had an immense number of notices and orders served on the revenue side through the Post Office during the past year—some registered, some service bearing, and with most satisfactory results. Pitcher, Deputy
Commissioner,
Hardoi.
- Would afford considerable relief. Deputy Commissioner recommends service through Post office. Denne, District
Superintendent of
Police, Hardoi.
- Yes; would make over to Nazir: 14 peons would suffice for the district. H. D. Innes, District
Superintendent of
Police, Kheri.
- Yes; would make over to Court Inspector with two peons at each thana. Woodcock,
District Superin-
tendent of Police,
Fyzabad.
- The relief would be inappreciable. Carew, Officiating
District Superin-
tendent of Police,
Bahraich.
- No relief. Would retain the work in the hands of the Police. It is by no means heavy, and the visits paid to villages are useful in obtaining information. Phillips, Officiating
District Superin-
tendent of Police,
Gonda.
- Would certainly afford relief. Would place duty under Nazir. Berrill, District
Superintendent of
Police, Rae-Bareilly.
Mumford, District
Superintendent of
Police, Sultanpur.
- Would not advise any change, as the serving of summonses enables the Constable of the beat to visit villages and make himself acquainted with the people, &c. Hodgkinson, District
Superintendent of
Police, Partabgarh.

Question 14.—With reference to the return (Form B) you have been asked to furnish under Police Committee's No. 4 P. C., dated 21st June, 1890, do you consider the strength of the Municipal Police, employed within the Municipalities of your district, sufficient, and their organization satisfactory?

The present strength of Chaukidars employed in Municipalities is sufficient. The scale of Jemadars is low—one Jemadar to 17 Chaukidars. I would recommend an increase of three Jemadars: the proportion would then be one Jemadar to 15 Chaukidars. The pay of both Jemadars and Chaukidars is too low: the average pay of Jemadars is Rs. 10 and of Chaukidars Rs. 4-6. It must be remembered that these appointments are non-pensionable. I would recommend three grades of Jemadars—

First grade	..	..	..	Rs. 15
Second "	..	..	..	" 12
Third "	..	..	..	" 10

And three grades of Chaukidars—

First grade	..	..	..	Rs. 7
Second "	..	..	..	" 6
Third "	..	..	..	" 5

In Part I, answer to question No. 23. I have given the present expenditure and the increase if the above grades and scales of pay were introduced.

Rose, Magistrate,
Mainpuri.

The strength is, as Mr. Straight says, sufficient. There is only one Municipality in the district. I have already said* that there are certain duties assigned to Municipal Chaukidars for which the Regular Police are not equally well suited. As to the increase of pay which Mr. Straight advocates, it may be very desirable in itself, but the difficulty is to provide the necessary funds. The Municipal Chaukidars in the towns correspond with the Rural Chaukidars in the villages, and when the pay of the latter is increased by Government, it may fairly be asked that the pay of the former should be increased by the Municipalities. Both classes get their perquisites: neither class is intended to replace the Regular Police or to relieve the latter of its special duties. I have suggested that efficient men in the Municipal Police should be drafted, when opportunity offers, into the Regular Police; and if this is constantly done there should be no difficulty in getting the proper class of men as Municipal Chaukidars. I do not concur with Mr. Straight in his remarks as to the drill of these Chaukidars. They require just sufficient drill to keep them smart and to maintain discipline, but they do not require training as a body of men to act in unison. They do not, as I have said, replace the Regular Police. If, moreover, these men are constantly withdrawn from the city to attend parades at a distance—if they are made to attend the Police Station and kept there for an indefinite time when their duties lie elsewhere, their ordinary work is sure to be neglected, and this is the complaint which is constantly made.

* Vide Part I.

Gray, Officiating
Magistrate, Allah-
abad.

The pay Rs. 5 and 4, respectively, for Chaukidars is too low to attract good men. Very few of the men are, I believe, drafted into the Police, the material being so bad. In this district it has been the custom, since the Local Self-Government scheme was introduced (in 1883), for the District Superintendent to cut these men 8 annas a month each for clothing, though the Municipal Committee at the time sanctioned, and the Board has continued to sanction, the sum of Rs. 77 a month (at 8 annas per man) for clothing. The "clothing" head is used by the District Superintendent for defraying contingent expenditure. The Municipality have saved in the end, though such was not the intention. The men necessarily grumble at having their pay "cut," for that is the light in which they regard the deduction. Organization is impossible with such an indifferent lot of men. They are, as I know from experience, mixed up with the prostitutes and pimps of the city. Numerically, the present staff, supposing there were no vacancies, is inadequate for the city of the size and extent of Allahabad, but Government have consistently refused, in spite of representations to that end, to sanction an increase to the numbers. The Secretary to the Committee is well aware of all this, and can bear me out in what I have written above, as it was in his time that the matter was strongly pressed on the attention of Government (which was a considerable gainer in a pecuniary sense by the scheme of 1883).

Hamblin, Magistrate,
Cawnpore.

I am hardly competent, owing to lack of local knowledge, to express an opinion of value on this question.

The Municipality is the provider of funds for the payment of the Police in the Municipality, and in Cawnpore the Municipal Commissioners have recently proposed, and Government have sanctioned, the institution of a telephone exchange, in connection with which each Police Station is connected with each other,—the Town Hall, the Police Lines, the Magistrate's Office and the District Superintendent of Police's Office. This renders available at once in any emergency the whole of the possible Police force, and it would be necessary to start from the position that the present Police force is amply sufficient for any emergency. I am also of opinion, having regard to the number of hours the men have each to work, that the force is sufficient for the performance of its ordinary duties. I am quite convinced that, having regard to the claims declared necessary for money owing to the proposed Water-Works and the schemes in connection therewith, it would be only possible to raise money for new Police by increasing the present taxation. This is a plan the difficulty of which has been shown in the endeavour to find funds for the Water-Works.

Especially would it be difficult to increase the number of Police, seeing that it is necessary to raise the pay of the present force. I agree that it would be distinctly desirable to raise the pay so as to give each man a clear pay of not less than Rs. 5.

The population of Cawnpore is 142,904, and there are 207 Municipal Chaukidars. This would give an average of about 690 persons to each Chaukidar; or as there are three Chaukidars to each beat, it would give, roughly speaking, about 2,000 persons in each beat. I consequently consider the proportion of Municipal Chaukidars to the population much too small; there should, I think, be double the number there are at present.

Prince, District Superintendent of Police, Cawnpore.

No; the pay, I should say, should be raised to Rs. 5 each, exclusive of deductions for uniform. The present rate of pay, though nominally Rs. 4-8 per mensem, is really only Rs. 4 per mensem; for that is all the Chaukidar gets after deducting 8 annas a month for uniform, and it is impossible to get a good stamp of man, and expect him to work honestly on Rs. 4 per mensem.

Question 16.—What is the system of patrolling in force in each Municipality in your district? Are regular beats prescribed; and for what length of time is each man required to be on duty?

In the city of Benares proper, which is a labyrinth of very narrow lanes, there is great difficulty experienced in the matter of supervision of Constables out on beat. The whole of the city is divided into beats, which, however, are not devised on the overlapping principle, which is the only really good one. In the hot weather and rains the atmosphere in these narrow lanes at night is mephitic and slumber-inducing; and the patrolling Constable curls himself up like a dog in some dark nook and cannot be found by the officer of the watch. Bull's-eye lanterns are not supplied. If they were supplied they would probably be neglected and destroyed in a very short time. The term of duty is too long; and owing to paucity of men the night Constables generally have a lot of day duty as well. Such are the pleas generally put forward by Constables when charged with sleeping on duty, and I have reason to believe that the pleas are not undeserving consideration.

White, Magistrate, Benares.

Question 23.—Do you consider the number of Rural and Road Police in your district sufficient, and their allocation satisfactory; or would you suggest any alterations either in strength or allocation?

I would recommend that the strength of the Rural Police of this district be increased by 80 Chaukidars. The Road Chaukidars have not been a success. I cannot quote a single instance where Road Chaukidars have come up in time to render assistance in cases of highway robbery or other cognate offences.

Hoskins, District Superintendent of Police, Meerut.

The reason is that a man cannot do much or anything single-handed. Under existing arrangements each Road Marhella has two Chaukidars—one patrols the road for five miles on one side of the chauki, and the other takes a similar distance on the other side. It is hardly fair to expect one of them to challenge or attack a gang of robbers. To make this branch of the service of some use, I would recommend the number of men at each Marhella be doubled, and make them patrol the road in couples.

There are 150 Road Chaukidars in this district.

A few additional required. (Statement submitted to Inspector-General of Police).

Webster, District Superintendent of Police, Muzaffarnagar.

Quite sufficient and fairly well distributed. Magistrate agrees.

Smythe, Officiating District Superintendent of Police, Bulandshahr.

Numbers insufficient. Cess will not admit of more men. Some 100 villages have beats averaging 180 homes.

Felton Smith, District Superintendent of Police, Aligarh.

I agree that we have not nearly enough Road Chaukidars, and that their supervision is very perfunctory and unsatisfactory. I do not think that even the increase proposed by Mr. Court is sufficient. The numbers should be doubled, and their beats and duties defined and distributed as he suggests. I agree to the proposal for supervising Jemadars.

Finlay, Magistrate, Agra.

Court, District
Superintendent of
Police, Agra.

I consider the number of Rural Police in the Agra district sufficient and their allocation satisfactory.

But as regards the Road Police, I consider their number insufficient and their allocation unsatisfactory, and I would suggest the following alterations in their strength and allocation :—

Mounted Constables are no longer employed for patrolling roads. The Station Officers seldom have leisure for this duty. The supervision over the Road Chaukidars is therefore very imperfect and desultory and casual. I would therefore attach two Jemadars to each three Marhallas ; *i. e.*, posts. Such Jemadars should receive pay not less than Rs. 9 per mensem, and should keep a decent pony. They should patrol once a day and once in the night. Their beats not to extend to more than six miles for each man, who would thus have to cover 24 miles in the 24 hours daily. Regarding the Road Chaukidars, it is laid down that "one of them is always supposed to be on patrol duty ;" and thus each man has 12 hours of duty out of the 24. This he cannot do with any degree of efficiency, therefore I consider that two Chaukidars are not sufficient for each post, and that there should be three at each Marhella. They could then be divided into three divisions, A, B, and C, and the relief of duty might be as follows, each man thus having 8 hours of duty in the 24 :—

A	..	6. A. M. to 12 A. M. ..	10 P. M. to 2 A. M. ..	12 A. M. to 6 P. M. ..	} And so on.
B	..	12 A. M. to 6 P. M. ..	2 A. M. to 6 A. M. ..	6 P. M. to 10 P. M. ..	
C	..	6 P. M. to 10 P. M. ..	6 A. M. to 12 A. M. ..	10 P. M. to 2 A. M. ..	

The pay of the Road Chaukidar, *viz.*, Rs. 3-8, is too little. It should be at least Rs. 4-8. Their accommodation in the Marhallas is insufficient and inadequate. Each man should have a separate room in front, and to the rear there should be a small enclosure with a room for his wife and children, whom each man should be required to keep ordinarily with him, so that he may not be continually absent on the pretext of having to go for his food or to buy it.

O'Brien, Inspector :
Officiating District
Superintendent of
Police, Muttra.

Gives no opinion as to sufficiency of force.

Garstin, District
Superintendent of
Police, Furruck-
abad.

Rural Police sufficient. Roads insufficiently patrolled. Suggests increase of 16 Road Chaukidars.

Straight, District
Superintendent of
Police, Mainpuri.

Both Magistrate and District Superintendent of Police think numbers and allocation fairly satisfactory.

Bramley, District
Superintendent of
Police, Etawah.

The force is insufficient and proposals to increase the number have been referred to the Committee. See G. O. No. 638 of 4th September, 1890.

J. A. Innes, District
Superintendent of
Police, Bareilly.

Strength and allocation sufficient and satisfactory.

Hart, District Super-
intendent of Police,
Bijnor.

No change necessary.

Thomas, District
Superintendent of
Police, Moradabad.

I consider the number of village Chaukidars to be adequate except perhaps in a few villages, or rather certain villages that have no Chaukidars. But the force of Road Chaukidars is ridiculously small. Their beats are too much for them to travel over with any hope of intercepting would-be robbers. I may safely say that I look upon the patrolling of the principal roads by our present limited staff of Chaukidars and Thana Police as absolutely absurd. The criminal characters are perfectly well aware of this fact, and consequently they adopt measures accordingly. I most unhesitatingly state that to keep up the small present staff of Road Chaukidars is a pure waste of public money. To make the system perfect we should have the force largely increased, otherwise the arrangement should be discarded. To my knowledge there exists in this district certain important highways totally unguarded.

S. H. Berkeley, Dis-
trict Superinten-
dent of Police,
Budaun.

Rural Police sufficient. More Road Chaukidars required.

Sufficient.

Rural sufficient. Would add four to Road Chaukidars.

District Superintendent of Police says Rural Police require increasing by some 300. Has often had cases where he could not punish Chaukidars as their beats were admittedly too large—is ready to submit proposals. With regard to Road Police, would like to re-establish the two "Marhellas" on the Meja road, which were in desolate places, on a road much frequented by traders from Nagpore and Rewah. Says dacoities have frequently occurred in this direction.

Magistrate says Rural Police sufficient, though in places, specially south of the Jumna, the beats are rather large. Thinks the Road Police require no change.

Yes ; sufficient.

Road Police sufficient, but Rural Police should be increased. 1,872 Chaukidars to 11½ lakhs population and 2,890 villages is not sufficient. This is the reason so many burglaries are committed. Magistrate concurs.

Yes ; sufficient.

Numbers insufficient.

Satisfactory : no alteration required.

Would increase the numbers by some 1½ per cent : the average is now 94 houses and 558 inhabitants per Chaukidar. Increase in Road Chaukidars and construction of Marhellas is also required. Road Chaukidars have now to patrol daily some 10 to 12 miles of road.

Road Chaukidars too few. Goraitis in large numbers, but absolutely useless. Wants to replace some of them by Chaukidars.

Chaukidars too few, only 1,970 : should be 3,261, at 1 to 500 of population. The Goraitis, 6,030 in number, are all in the hands of the Zemindars. Goraitis should be replaced by Chaukidars. The former are no good and cannot be punished for neglect of duty except by dismissal.

Can give no opinion.

Sufficient.

Rural, sufficient. Road, should be increased.

Rural Police under reorganization. Proposed allocation considered satisfactory. Road Police should be increased. There are at present only two Chaukidars.

I consider that there should be a law or ruling empowering district authorities to punish by suspension, fine, drill or otherwise, a Chaukidar who has neglected his duties. As the law at present stands, the only punishment that can be inflicted on a Chaukidar is dismissal, or on being sent up before a Magistrate for trial for offences under Section 37, Act XVIII of 1876, being sentenced to a fine or imprisonment. This seems hard in case of a first offence, such as not reporting a birth or death in his village, omission to attend on the prescribed dates at the station, not reporting arrival of a suspected person at their village, &c.

Tregear, Inspector:
Officiating District
Superintendent of
Police, Shahjahan-
pur.

Gregson, District
Superintendent of
Police, Pilibhit.

Sharpe, District
Superintendent of
Police, Allahabad.

Prince, District Su-
perintendent of
Police, Cawnpore.

Murphy, Officiating
District Superin-
tendent of Police,
Fatehpur.

Pocock, District
Superintendent of
Police, Hamirpur.

Kavanagh, District
Superintendent of
Police, Jaunpur.

Young, District
Superintendent of
Police, Benares.

Islamulla Khan,
District Superin-
tendent of Police,
Azamgarh.

Berkeley, District
Superintendent of
Police, Mirzapur.

Lyall, District
Superintendent of
Police, Ghazipur.

Luffman, District
Superintendent of
Police, Gorakhpur.

Stanley Clarke, Dis-
trict Superinten-
dent of Police,
Basti.

Orr, District Super-
intendent of Police,
Ballia.

Ewart, Inspector:
Officiating District
Superintendent of
Police, Jhansi.

Harkness, Inspector:
Officiating District
Superintendent of
Police, Jalaun.

Laing, District
Superintendent of
Police, Lalitpur.

Ross Knyvett, Dis-
trict Superinten-
dent of Police,
Unao.

Cornelius, Officiat-
ing District Super-
intendent of Police,
Bara-Banki.

For such like offences District Superintendents should be empowered by a law or ruling to punish Chaukidars.

- Clifford, District Superintendent of Police, Sitapur. Chaukidars too numerous and mostly paid by jagirs. Proposals formulated for reducing numbers and paying in cash. Thinks unless cash collected with revenue, the Zemindars will continue jagirs and keep cash as rent.
- Pitcher, Deputy Commissioner, Hardoi. The allocation is not at present satisfactory. It appears to have been carried out more with reference to the revenue payable by each village than to any other consideration. We have a most satisfactory allocation of Patwari Circles in Hardoi, which was carried out last year with reference to the amount of work and without regard to revenue. I propose now to take in hand the re-allocation of Chaukidars on the same lines, so that with Chaukidars and Patwaris working in the same areas, and with Thanadars and Kanungos also working in the same areas, work will be compacted.
- Denne, District Superintendent of Police, Hardoi. Present allocation and system of remuneration by jagirs unsatisfactory. Would re-allocate and pay in cash.
- H. D. Innes, District Superintendent of Police, Kheri. Present allocation fair.
- Woodcock, District Superintendent of Police, Fyzabad. Present allocation fair. No suggestions to make. Deputy Commissioner disagrees, and says the pay is very insufficient.
- Carew, Officiating District Superintendent of Police, Bahraich. Strength and allocation satisfactory.
- Phillips, Officiating District Superintendent of Police, Gonda. Number of Rural Police sufficient. Road Police deficient. Payments should all be in cash.
- Berrill, District Superintendent of Police, Rae-Bareilly. Strength recently determined. No alteration required.
- Mumford, District Superintendent of Police, Sultanpur. Strength and allocation recently revised, but the force still remains very inadequately paid, and more Road Chaukidars should be employed. At present 174 miles of road remain unguarded, and Chaukidars are certainly being taken from villages to do other work. Irishman's expedient of lengthening blanket by cutting a piece off bottom to put on top.
- Hodgkinson, District Superintendent of Police, Partabgarh. Number may be reduced if pay increased. The minimum pay should be Rs. 3.

Question 24.—What is the practice followed in your district in appointing Rural and Road Police? In what proportion are the Zemindars' nominees accepted, and what proportion are appointed direct by the District Superintendent of Police under the Magistrate's sanction?

- Hoskins, District Superintendent of Police, Meerut. Rules strictly adhered to. Eighty per cent of Zemindars' nominees accepted.
- Webster, District Superintendent of Police, Muzaffarnagar. Village Chaukidars by Zemindars. Road Chaukidars by District Superintendent of Police. Direct by District Superintendent of Police, ten per cent when Zemindars fail to nominate only.
- Smythe, Officiating District Superintendent of Police, Bulandshahr. As a rule, Zemindars' nominations are accepted. During the last six months out of ninety appointments, six only have been made direct by District Superintendent of Police.
- Felton Smith, District Superintendent of Police, Aligarh. Road Chaukidars appointed by District Superintendent of Police. Village Chaukidars by Zemindars whose nominations, if suitable, are always accepted.
- Buller, District Superintendent of Police, Dehra-Dun. Very few are appointed direct by District Superintendent of Police or Magistrate.
- Court, District Superintendent of Police, Agra. Nominations by Zemindars, nine out of ten accepted. The system works well.

About ninety per cent of the Zemindars' nominees are accepted.

O'Brien, Inspector-
Officiating District
Superintendent of
Police, Muttra.

Garstin, District
Superintendent of
Police, Furruck-
abad.

Rose, Magistrate,
Mainpuri.

Mr. Straight's reply to this question is not complete. He does not say in what proportion the Zemindars' nominees are accepted; but during the time I have been in the district, I should say that about $\frac{5}{6}$ ths of the nominees have been accepted, and perhaps more. The difficulty so frequently arises that if the Zemindar's nominee may not be altogether a suitable one, the District Superintendent of Police cannot get a better. Mr. Straight considers the present system of appointment objectionable, but he does not say what system he would substitute. The Zemindars may not always nominate a good man; but in practise the choice lies between the Zemindar's nominee and the Station Officer's nominee. I prefer the former, nor do I desire to see the responsibilities of proprietors diminished in respect of crime and Police, and these responsibilities would certainly be diminished if the nomination of Chaukidars were taken away from them.

Says Zemindars' nominees generally accepted if suitable, but considers the system most objectionable.

Straight, District
Superintendent of
Police, Mainpuri.

Zemindars' nominees always accepted. So Magistrate presumes.

Bramley, District
Superintendent of
Police, Etawah.

Nominations of Zemindars always accepted. Police appoint only when Zemindars fail to nominate.

J. A. Innes, District
Superintendent of
Police, Bareilly.

Road Chaukidars appointed direct by District Superintendent of Police and Magistrate. Rural Police only appointed direct when the Zemindar neglects or declines to make a nomination.

Hart, District Super-
intendent of Police,
Bijnor.

Only some 2 or 3 per cent are appointed without the landlord's nomination.

Thomas, District
Superintendent of
Police, Moradabad.

Zemindars' nominees almost invariably accepted.

S. H. Berkeley, Dis-
trict Superinten-
dent of Police,
Budaon.

Road Police by District Superintendent of Police. Rural Police by District Superintendent of Police only when Zemindar fails to nominate a fit person. Proportion—75 per cent by Zemindar, 25 per cent by District Superintendent of Police.

Tregear, Inspector :
Officiating District
Superintendent of
Police, Shahjahan-
pur.

As above, but only some 5 per cent nominated direct by District Superintendent of Police.

Gregson, District
Superintendent of
Police, Filibhit.

Road Police appointed by District Superintendent of Police. Rural on Zemindar's nomination. Thanadar has to certify to character of nominee. In 1889, 128 men nominated by Zemindars were appointed and 67 nominated by Police. Proportion—65 to 35 per cent.

Sharpe, District
Superintendent of
Police, Allahabad.

Zemindars are always called on to nominate, and District Superintendent of Police only appoints if they fail to do so.

Prince, District
Superintendent of
Police, Cawnpore.

Ninety per cent of Zemindars' nominees accepted.

Murphy, Officiating
District Superin-
tendent of Police,
Fatehpur.

Rural Police, $\frac{4}{5}$ ths Zemindars' nominees. Road Police all appointed by District Superintendent of Police.

P o c c o c k, District
Superintendent of
Police, Hamirpur.

District Superintendent of Police only appoints if Zemindars fail to nominate. Zemindars are always allowed to nominate twice.

Kavanagh, District
Superintendent of
Police, Jaunpur.

Zemindars' nominations almost always accepted; perhaps 10 per cent, certainly not more, appointed direct.

Y o u n g, District
Superintendent of
Police, Benares.

Zemindars' nominees generally accepted.

Islamulla K h a n,
District Superin-
tendent of Police,
Azamgarh.

The number appointed direct during the last two years has been about 1 in 7. Magistrate says chiefly in Gorait villages where it is difficult to get a man to accept the jagir. Says all Gorait should be paid in cash.

Berkeley, District
Superintendent of
Police, Mirzapur.

Nominations by Zemindars accepted if in time, and the nominees approved of. Zemindars often fail to nominate, then District Superintendent of Police appoints direct. Some 40 per cent appointed direct.

Lyall, District
Superintendent of
Police, Ghazipur.

Luffman, District
Superintendent of
Police, Gorakhpur.

As a rule, nominated by Zemindars and nomination accepted. During 1889, 401 were appointed by Zemindars and 185 by District Superintendent of Police.

Stanley Clarke, Dis-
trict Superinten-
dent of Police,
Basti.

District Superintendent of Police says Zemindar nominates. District Superintendent of Police approves. Objects to system as it was intended to encourage Zemindars to assist Police, which he never does. Magistrate thinks Chaukidar should be made Government servant practically as well as theoretically, but does not believe that the Zemindars even now have any voice in the appointment.

Orr, District Super-
intendent of
Police, Ballia.

Zemindars' nominees generally accepted, but efforts are made to secure men of good castes. Would take away the right of nomination from the Zemindars and vest it in the District Superintendent of Police.

E w a r t, Inspector:
Officiating District
Superintendent of
Police, Jhansi.

Harkness, Inspector:
Officiating District
Superintendent of
Police, Jalaun.

Laing, District
Superintendent of
Police, Lalitpur.

Ross Knyvett, District
Superintendent of
Police, Unao.

Cornelius, District
Superintendent of
Police, Bara-Banki.

Clifford, District
Superintendent of
Police, Sitapur.

Denne, District
Superintendent of
Police, Hardoi.

H. D. Innes, District
Superintendent of
Police, Kheri.

Woodcock, District
Superintendent of
Police, Fyzabad.

Zemindars invariably nominate if they can find a man. District Superintendent of Police generally accepts nominations.

Nominations by Zemindars. District Superintendent of Police and Deputy Commissioner approve. Zemindars' nominees very seldom refused.

As above.

Nominations by Zemindars. Sanction by District Superintendent of Police. Zemindars' nominees generally accepted.

As above. Only 5 per cent direct by District Superintendent of Police.

Carew, Officiating
District Superin-
tendent of Police,
Bahraich.

Phillips, Officiating
District Superin-
tendent of Police,
Gonda.

Berrill, District
Superintendent of
Police, Rae-Bareli.

Mumford, District
Superintendent of
Police, Sultanpur.

Hodgkinson, District
Superintendent of
Police, Partabgarh.

Zemindars' nominees are, as a rule, accepted by District Superintendent of Police.

Nomination made by Zemindars generally accepted by District Superintendent of Police. About 15 per cent appointed direct.

Zemindars' nominees with but few exceptions accepted.

Road Police by District Superintendent of Police. Rural, by Zemindars. If they cannot supply a suitable candidate, then District Superintendent appoints direct, not otherwise.

Nominations by Zemindars. Of 127 appointed, 111 nominated by Zemindars.

Question 25.—Is there any restriction enforced in your district as to the caste of men to be appointed?

Hoskins, District
Superintendent of
Police, Meerut.

Nominations of Gujars, Mewatis, Fakirs, Goshains, Brahmans and Bhangis prohibited.

Webster, District
Superintendent of
Police, Muzaffarna-
gar.

Sweepers, Sansiyas and Bawariahs excluded.

Smythe, Officiating
District Superin-
tendent of Police,
Bulandshahr.

District Superintendent of Police says Gujars, Aheryahs and Bhangis excluded. Magistrate says this is incorrect.

Felton Smith, Dis-
trict Superinten-
dent of Police, Ali-
garh.

Bhangis and Khatiks excluded.

Buller, District
Superintendent of
Police, Dehra-Dun.

No restrictions.

Court, District
Superintendent of
Police, Agra.

Bhangis, Mallahs, Baheliyas or Aheryahs and Kanjars are excluded. The enlistment of Thakurs, Jats and Brahmans encouraged.

Bhangis are rejected.

O'Brien, Inspector:
Officiating District
Superintendent of
Police, Muttra.

Dhanuks, Pasis and low caste men generally have been, as far as possible, rejected since the receipt of Circular No. 48 of 1888.

Carstin, District
Superintendent of
Police, Furruck-
abad.

The restriction of enlistment of Dhanuks has been tried without any appreciable effect. District Superintendent of Police says on account of the low pay.

Straight, District
Superintendent of
Police, Mainpuri.

No restriction until recently when, under instructions from Inspector-General of Police, the appointment of Dhanuks was checked to some extent.

Bramley, District
Superintendent of
Police, Etawah.

Bhangis, Khatiks and Dhanuks are, as far as possible, excluded.

J. A. Innes, District
Superintendent of
Police, Bareilly.

No restrictions.

Hart, District Super-
intendent of Police,
Bijnor.

I never appoint low caste men, and on all possible occasions I discharge such members. I take Thakurs, Jats, Ahirs, Brahmans, Mahomedans, a few Gujars and other miscellaneous Hindu castes. The force is gradually becoming remodelled and vastly improved. I accept no poor *physiques*; and only intelligent, smart-looking candidates are enlisted. I have considerably weeded out Chamars, Bhangis and such like. I found the force crowded with Chamars, Dhanuks, Bhangis and other low castes. No criminal castes are ever allowed to enter. The Zemindars invariably nominate these men, and rarely have I to take independent action.

Thomas, District
Superintendent of
Police, Moradabad.

Bhangis are avoided as much as possible.

S. H. Berkeley,
District Superin-
tendent of Police,
Budaon.

I think myself that a good Dhanuk or Pasi is as good a Chaukidar as can be got,—better than most Brahmans, Thakurs or Musalmans who would accept the post.

Irwin, Magistrate,
Shahjahanpur.

Yes; attempts are being made to introduce a better class, but consideration is always shown to men who have served well and retire only on account of old age.

Tregear, Inspector:
Officiating District
Superintendent of
Police, Shahjahan-
pur.

Says the weeding out of the criminal classes is being done gradually. The Zemindars, as a rule, do not like the change.

Gregson, District
Superintendent of
Police, Pilibhit.

Yes; as few Pasis are appointed as possible.

Sharpe, District
Superintendent of
Police, Allahabad.

Yes; criminals and low castes are avoided as far as possible.

Prince, District Su-
perintendent of
Police, Cawnpore.

Pasis, as far as possible, excluded.

Murphy, Officiating
District Superin-
tendent of Police,
Fatehpur.

Kanjars and Basors being gradually eliminated.

Pocock, District
Superintendent of
Police, Hamirpur.

As far as possible Bhurs, Chamars and Pasis are excluded.

Kavanagh, District
Superintendent of
Police, Jaunpur.

As far as possible Bhur Chaukidars are avoided.

Young, District
Superintendent of
Police, Benares.

Criminal classes are rejected.

Islamulla Khan,
District Superin-
tendent of Police,
Azamgarh.

District Superintendent of Police is trying to eliminate the Pasi element. Magistrate says it is not expedient to turn out a lot of men who are sure to join the criminal classes.

Berkeley, District
Superintendent of
Police, Mirzapur.

Tries to enlist only men of good caste, but finds such will not engage.

Lyall, District Super-
intendent of Police,
Ghazipur.

As far as possible men of high castes are being appointed, and Dosadhs weeded out. Men of the better classes are, however, very difficult to get on such low pay.

Luffman, District
Superintendent of
Police, Gorakhpur.

Pasis, Khatiks and Kewats are excluded as being criminal classes.

Stanley Clarke,
District Superin-
tendent of Police,
Basti.

Low castes and criminal classes are, as far as possible, excluded.

Orr, District Super-
intendent of Police,
Ballia.

Ewart, Inspector :
Officiating District
Superintendent of
Police, Jhansi.

Kanjars and Basors are not enlisted.

Harkness, Inspector :
Officiating District
Superintendent of
Police, Jalaun.

Kanjars restricted to one-half.

Laing, District Super-
intendent of Police,
Lalitpur.

Kanjars only refused.

Ross Knyvett, Dis-
trict Superintendent
of Police, Unao.

Pasis avoided, but other castes difficult to get.

Grigg, Deputy Com-
missioner Bara-
Banki.

Pasis are being gradually eliminated from the force. There are too many of them in the Rural Police of this district. There should, however, be a certain proportion of Pasis, for they are hardworking, and possessed of considerable detective ability. It is a mistake to suppose that all Pasis are thieves : as a body they are not. They are preferred by Zemindars, as they are more tractable than Brahmans or Thakurs.

Cornelius, Officiating
District Superin-
tendent of Police,
Bara-Banki.

Pasis are being gradually eliminated.

Clifford, District
Superintendent of
Police, Sitapur.

The Pasis are the thieving caste here. When a Pasi Chaukidar dies, or is superannuated, as far as possible I put in his heirs, as I think he has a right to the appointment ; but when a Pasi Chaukidar is dismissed, I always try and get a man of another caste. When I came here in March, 1888, there were only 10 or 15 Chaukidars of other castes, and shortly after my arrival the Pasis murdered a Mahomedan, who had been put in place of a Pasi ; so I have had a great deal of trouble in getting men of other castes to serve, but they are now beginning to come forward more willingly, and I have now about 100 men of other castes.

Denne, District
Superintendent of
Police, Hardoi.

No restriction.

H. D. Innes, District
Superintendent of
Police, Kheri.

Attempts made to avoid Pasis and Araks : have met with little success.

Woodcock, District
Superintendent of
Police, Fyzabad.

No restriction.

Carew, Officiating
District Superin-
tendent of Police,
Bahraich.

Efforts are being made to get rid of Pasis.

Phillips, Officiating
District Superin-
tendent of Police,
Gonda.

Notorious thieving castes, such as Pasis, Khatiks, &c., are not admitted.

Berrill, District
Superintendent of
Police, Rae-Bareilly.

Appointment of Pasis avoided.

Mumford, District
Superintendent of
Police, Sultanpur.

Pasis refused only if the former Pasi has been dismissed for any fault.

Hodgkinson, District
Superintendent of
Police, Partabgarh.

Pasis are being gradually eliminated.

Question 26.—Are there any Jemadars of Rural or Road Police in your district (see Statement V appended to the Police Administration Report for 1888)? Under what system are they appointed; how is their pay provided for, and what duties do they perform?

Whiteway, Magis-
trate, Meerut.

The system of Rural Jemadars should be extended to the whole district ; it would be a way of rewarding good Chaukidars. It would cost too much to raise Chaukidars' pay all round, but making every 10 or 15 men a Jemadar, would raise their status and strengthen the Police. Village Chaukidars are the backbone of our system, and no improvement can be hoped when they are bad. A Constable is a helpless creature, be he never so good, if he can get no information, and without Chaukidars he is like a head without eyes.

J. A. Innes, District
Superintendent of
Police, Bareilly.

There were 18 Jemadars appointed in the district when first the rule came out, and they were tried for nearly two years, but turned out such failures that, with the Magistrate's consent, 12 of them were done away with, and now one only has been retained for each tehsil as a tentative

measure for six months. The general fault found with these men is that they simply wasted their time in their homes and did no work. Cattle-theft cases have been generally detected by the ordinary Village Chaukidars, to whom a great stimulus has been given by the bestowal of substantial rewards.

These men were appointed by the reduction of other Chaukidars, their and the Jemadars' beats being made over to others.

We have no such Jemadars. But there are a few cattle-theft Jemadars; these men have proved more or less useless. We pay them Rs. 6 per mensem, and we provided for this by reducing the number of men on Rs. 3 in certain villages. So far as I can see the pay of Rs. 6 is insufficient simply because cattle-lifters are better paymasters than Government is. If we can remunerate Chaukidars, and men of their class, better we will then outbid the thieves and enlist the Chaukidars' sympathies on the side of Government.

Thomas, District Superintendent of Police, Moradabad.

I should add that I have no faith in the efficacy of appointing Jemadars over Village Chaukidars. Jemadars, under the cattle-lifting system, are retained on probation only, and I have found it often necessary to reduce them for poor work.

These Rural Jemadars of Police are a most useful body of men, and should get at least Rs. 5 per mensem, and a few Rs. 7 or even Rs. 10 per mensem. There should be one Jemadar of Police for every 20 miles of road.

Grigg, Deputy Commissioner, Bara-Banki.

Yes; there are 53 Jemadars of Rural Police in this district. These men are selected for the appointment according to the good work they have done in their villages and obtained rewards. They get Rs. 10 per annum from the rewards budget-grant if they have worked well during the year. Their duty is to visit the Village Chaukidars in their circle, report any who are careless or have neglected their duties, assist the passing information regarding any particular offence which has occurred in their circles, assist in obtaining a clue in cattle-theft cases. There are no Road Jemadars.

Cornelius, Officiating District Superintendent of Police, Bara-Banki.

Question 27.—Has the introduction of Jemadars of Road or Rural Police in your district been a success? If not, can you indicate the causes of failure?

The introduction of Jemadars in this district has been a complete success. If the best men in a circle are selected and kept up to the mark, they are of the greatest possible assistance to the Station Police. I could quote several cases in which the services of Jemadars have been acknowledged by Magistrate and the Sessions Judge.

Hoskins, District Superintendent of Police, Meerut.

System, a failure. Originally 29; now 5. Chaukidars refuse to become Jemadars.

Webster, District Superintendent of Police, Muzaffarnagar.

The system has certainly been a success, especially with reference to cattle-theft.

Court, District Superintendent of Police, Agra.

Hitherto a failure, because Jemadars do not like the duty, as they have to go away from their homes. Suggests the appointment of one or two Jemadars for each Police Circle.

O'Brien, Inspector Officiating District Superintendent of Police, Muttra.

Thinks system is a good one, both for the Rural and Thana Police.

Garstin, District Superintendent of Police, Furruckabad.

The introduction of Jemadars has proved in this district a complete failure: 18 were originally appointed, but this number has now been reduced to 6, as it was found they never did anything. The general cause of failure I attribute to these men being allowed to waste too much time at their homes by Station Officers not looking after them and utilizing their services properly. To get them dismissed involved a tedious reference to the Magistrate, who of course discountenanced a man being deprived of his post altogether without proper grounds being adduced, and this entailed a lengthy report, for the writing of which very little was ever forthcoming. Detection, however, did not suffer, and thus these shortcomings were passed over. As a system it had here proved a failure, and seeing this an early opportunity was taken of locally abolishing it. Six men have now been retained, one for each tahsil. These men, as stated in question 26, have only been

J. A. Innes, District Superintendent of Police, Bareilly.

kept on tentatively for six months, and have been taken away from the circles in which their homes lie, and made over to Circle Inspectors to send out and utilize as to them seems best. I have little hope, however, of the experiment answering still *nous venous*. Their appointment entails hardships on other Chaukidars who have had these beats tacked on their own, and it would be much more satisfactory if, as in Oudh, the Jemadars were paid from a separate grant from Government.

Hart, District Superintendent of Police, Bijnor.

There were originally 19. Of these, 14 have been reduced, as they were no good. It appears they were all Gujars, and helped their relatives in cattle-lifting.

Thomas, District Superintendent of Police, Moradabad.

Thinks the system of cattle-theft Jemadars to be unworkable, as the cattle-lifters pay better than the Government.

S. H. Berkeley, District Superintendent of Police, Budaon.

Thinks it has been a success.

Tregear, Inspector: Officiating District Superintendent of Police, Shahjahanpur.

Has done some good, but the men do not like it.

Gregson, District Superintendent of Police, Pilibhit.

Only introduced this year: seems useful.

Pocock, District Superintendent of Police, Hamirpur.

Considers the system of Jemadars of Rural Police works successfully.

Berkeley, District Superintendent of Police, Mirzapur.

Three Jemadars. Would have worked well. Magistrate doubts if the system has done much good.

Lyall, District Superintendent of Police, Ghazipur.

No; very unsuccessful. The increase of pay has had a demoralizing effect on the Chaukidars.

Orr, District Superintendent of Police, Ballia.

One Jemadar. Crime is more faithfully reported in his circle.

Harkness, Inspector: Officiating District Superintendent of Police, Jalaun.

No success. Cattle-theft not prevalent.

Ross Knyvett, District Superintendent of Police, Unao.

The Jemadars have not done as well as they should.

Cornelius, Officiating District Superintendent of Police, Bara-Banki.

Considers the Jemadar system has been a success. Deputy Commissioner agrees, and holds that the Jemadar should get Rs. 5 to 10 per mensem, and should be appointed one to 20 Chaukidars.

Clifford, District Superintendent of Police, Sitapur.

Says Jemadars are working better since the plan of paying them Rs. 5 every six months, if they work well, has been adopted. If they do not do good work they are not paid; and if they work badly two successive periods they are reduced and another man appointed.

Dennis, District Superintendent of Police, Hardoi.

Considers the plan a good one, but the circles too large.

H. D. Innes, District Superintendent of Police, Kheri.

Duffadars are a farce.

Woodcock, District Superintendent of Police, Fyzabad.

Some of the Duffadars are good men; but, on the whole, does not consider the scheme a success.

Carew, Officiating District Superintendent of Police, Bahraich.

The system offers a great incentive to good work, and has had very good results.

Phillips, Officiating District Superintendent of Police, Gonda.

Would work well if Jemadars were relieved of their duty as Chaukidars.

White, Deputy Commissioner, Sultanpur.

A qualified success. The Jemadar's position should be better recognized, and he should be paid for it. He should get Rs. 5 or 6 a month. At present he is little more than a favoured Chaukidar, with a roving commission and counterfeit authority, which he has every temptation to misuse.

Mumford, District Superintendent of Police, Sultanpur.

The system of Jemadars, introduced since 1872, is a good one: does well and would do better if the whole of the Chaukidar system was made the same as in the North-Western Provinces, *i. e.*, all the men receive Rs. 3 per mensem, and not as at present in Oudh, men receive pay from Re. 1 to Rs. 3 per mensem, some in land as jagirs, and they have to till the land and thus neglect their legitimate duty; or, in other words, toil during the

day and sleep at night. Some are paid both by cash and land. Until this chaukidari system in Oudh is not placed on good footing the same results as in the North-Western Provinces will never be got. At present the Chaukidar is like the *dhobie's* donkey—" *Na ghar ka, na ghât ka :*" he is neither a Government servant nor is he the Lambardar's servant; though nominated by him; if he does not do all the Lambardar's work, *i. e.*, carry his revenue, plough his *sir* for him, yea, a dozen sorts of work, he is complained against. He is not the Government servant, and if he fails in reporting or is absent from his village, the Police go at him, so that he has a life being pulled from two sides, and the result is there is not that quality of work obtained from a Chaukidar in Oudh the same as there is in the North-Western Provinces, where the Chaukidar knows that his *roti* only depends upon the state of crime in his beat or village, and the number of cases detected during the year.

Has been a great success and should be continued.

Hodgkinson, District Superintendent of Police, Partabgarh.

Note.—All other District Superintendents of Police say no Jemadars in their districts.

Question 28.—Are there in your district any of the tribes marginally noted? If so, can you give approximately the numbers of each tribe?

- (1). *Sanauriahs.*
- (2). *Aheriyas.*
- (3). *Haburahs.*
- (4). *Barwars.*
- (5). *Sansiyas, known also as—*
 - (a). *Gidhias.*
 - (b). *Beriyahs.*
 - (c). *Radhua Kanjars.*
 - (d). *Bhats.*



Of the tribes noted in the margin, the Sansiya is the only one which has made the Meerut district its home.

Hoskins, District Superintendent of Police, Meerut.

466 Sansiyas—men, women and children—were recently proclaimed, some were sent to the settlement, and others planted out with Zemindárs in distant districts; but there are still 721 Sansiyas (234 men, 216 women, 147 boys and 124 girls) in this district who are in no way less criminal in their habits and mode of living than those removed from the district. These Sansiyas do not wander from place to place in large gangs, but have nominally settled in small parties in villages. Their ostensible means of existence is by cultivating land, but plunder forms the large position of their income.

There are some 500 Barwars, of all ages, permanently resident in the district, in a group of seven or eight villages situated near to each other, and, with few exceptions, living entirely by theft. They resort very much to the annual fair at Makanpur, in the Cawnpore district, and to the numerous fairs at Nimkar Misrikh, in the Sitapur district, but they also go so far afield as to Jaggernath and to Budrinath.

Pitcher, Deputy Commissioner, Hardoi.

Question 29.—Have any of the tribes mentioned in the last question been brought under any sort of surveillance in your district? If so, what measures have been adopted to that end, and how far have such measures been successful?

When criminal gangs pass through the district they are made to move camp in every 24 hours, failing which the head man is sent up as a vagrant. A repetition of this has had the good effect of their avoiding coming here in such large numbers as they used to.

J. A. Innes, District Superintendent of Police, Bareilly.

Haburahs have been colonized at a village called Navada, in the Chajlait Police Circle. A small staff of Police, under a Head Constable and

Thomas, District Superintendent of Police, Moradabad.

some Chaukidars, watch these people. A kind of half-hearted surveillance is kept up, and the results, so far as preventing serious crimes occurring, have been good ; but I do not think petty offences have been much checked. I have always been impressed with an idea that these wretched Haburahs are in a condition of semi-starvation and destitution ; they are half naked, and many utterly so. It seems to me to be an illegal restraint and small benefit accruing from it.

Question 30.—Are there any tribes in your district which, though not proclaimed, come under the definition of criminal tribes as contained in Part I, Section 2, Act XXVII of 1871? What kind of surveillance, if any, has been exercised over them, and with what result?

Hoskins, District Superintendent of Police, Meerut.

Next in importance to the Sansiyas, in point of criminality, comes the "Dhanori Kahars" who have earned considerable notoriety in Northern India. They are in these parts what Barwars are in the eastern districts of the Provinces, and should be declared a criminal gang under Section 2, Part I, Act XXVII of 1871.

Webster, District Superintendent of Police, Muzaffarnagar.

Sansiyas and Bawariahs. The former now proclaimed; the latter were proclaimed, but surveillance a failure. Absentees are reported, and descriptive rolls published, but with no result.

Smythe, Officiating District Superintendent of Police, Bulandshahr.

Only a few Sansiyas and Aheriyas. These are watched by the Chaukidars. Nothing further required. Magistrate says they are reformed.

Felton Smith, District Superintendent of Police, Aligarh.

Sansiyas and Haburahs abound, and where they visit, other tribes dare not poach on their preserves.

Finlay, Magistrate, Agra.

I think Mr. Court's too sweeping a condemnation, I cannot recollect any dacoity in which Agra Beriayahs were concerned, and I can think of only one dacoity in which Kanjars were concerned. I refer to *real* and not merely *technical* dacoities ; and, indeed, I think it cannot be fairly affirmed of the Beriayahs that they are a criminal tribe. The Kanjars undoubtedly are. They harass the whole countryside, wherever they are, by their robberies and thefts. They are not so much given to burglary, but they steal grain from threshing-floors, blankets and clothes from people out watching their crops ; house-thefts innumerable, and so on. The women are as bad as the men. They should certainly be brought under the Act.

Court, District Superintendent of Police, Agra.

The Sansiyas known in the Agra district as—(a) Beriayahs, and (b) Kanjars, are closely connected, both by blood and in crime, to the Sansiyas of the Aligarh and Muttra districts in which the tribe has been lately proclaimed, and they certainly come under the definition of criminal tribes as contained in Section 2 of Act XXVII of 1871, and are addicted to the commission of the offences of dacoity, robbery, burglary and theft. The nature and the effect of the surveillance exercised over them has been noted in the reply to the preceding question.

O'Brien, Inspector : Officiating District Superintendent of Police, Muttra.

Yes ; a tribe of Haburahs. Watched by Constables and Chaukidars. Surveillance fairly good.

Bramley, District Superintendent of Police, Etawah.

Only a few Barwars. No surveillance required or exercised.

J. A. Innes, District Superintendent of Police, Bareilly.

Dubrahs, a thieving tribe of pick-pockets. A register of convicted offenders amongst them has been compiled. Application was made for their proclamation, which was disallowed.

Tregear, Inspector : Officiating District Superintendent of Police, Shahjahanpur.

A few Badhiks. Much like Barwars. Don't commit crime in district.

Prince, District Superintendent of Police, Cawnpore.

Yes ; the Audhias. Separate report submitted. Male members go off on marauding expeditions. Women remain in district, appear to be in excellent circumstances. Men come back periodically. Says they live by beggary. Infest Native States.

Kavanagh, District Superintendent of Police, Jaunpur.

There are some Domes. Were thought to be harmless, but have recently been committing robberies and dacoities. The surveillance exercised over them was that prescribed by Circulars Nos. 34 of 1883 and 20

of 1884-85: the result is that they have nearly all left their homes. Magistrate says there are only three or four families of these Domes, and no need for surveillance.

District Superintendent of Police wants the Domes proclaimed. Magistrate is against this, as he says they are all settled. The Bhars also are much too numerous.

Domes. Special measures have been adopted and more stringent ones are about to be introduced. The matter is before the Local Government.

Only Domes. Under no surveillance, but should be brought under the Act.

Haburaks frequent the district. Sometimes as many as six gangs, averaging ten families each, are in the district at once.

Barwars from Gonda are often arrested in the district, and the same lot from Hardoi give a lot of trouble at fairs. Thinks the Hardoi *Barwars* should also be proclaimed. *Domras*, *Nuts* and occasionally *Bilochis* visit the district. A few *Barwars* reside in the district, and the *Chaukidar* has orders to report whenever any leave.

A register is kept by the Police, and the *Chaukidars* report the departures and arrivals of *Barwars* from their villages. I sent up proposals some few months ago to place the tribe under the Criminal Tribes Act, but as I could not provide land for every family, my proposals were vetoed. Since then I have taken measures of my own, and have imprisoned a number as habitual thieves of 3 years' a piece, with the result that a large number have voluntarily petitioned me, promising to reform and entering into recognizances not to commit crime. I have found, too, that the men who thus voluntarily submitted will not leave their villages now without obtaining my permission.

There are some resident *Barwars*, about 144 adults, with previous convictions recorded against 133. These are kept under informal surveillance, and a register of them is maintained by the Station Police and Court Inspector. Both District Superintendent of Police and Deputy Commissioner say the surveillance has been fairly successful.

Pasis and *Khatiks*.

A few *Barwars*.

A few *Jallads*.

Note.—All other District Superintendents of Police say none.

Young, District Superintendent of Police, Benares.

Luffman, District Superintendent of Police, Gorakhpur.

Orr, District Superintendent of Police, Ballia.

Clifford, District Superintendent of Police, Sitapur.

Pitcher, Deputy Commissioner, Hardoi.

Denne, District Superintendent of Police, Hardoi.

Phillips, Officiating District Superintendent of Police, Gonda.

Mumford, District Superintendent of Police, Sultanpur.

Hodgkinson, District Superintendent of Police, Partabgarh.

Question 31.—If there is any such, state for each tribe, so far as you are able—

- (a). *Their approximate numbers.*
- (b). *The class of offences to which they are addicted.*
- (c). *Whether the whole tribe or only certain portions are criminal.*
- (d). *Whether the criminal portion can be discriminated.*
- (e). *What are the occupations and modes of livelihood of the non-criminal portion?*
- (f). *Whether, in your opinion, the whole, or any portion of the tribe, should be brought under the provisions of Act XXVII of 1871 (the Criminal Tribes Act)?*

There is no doubt about the *Dhaulri Kahars*. When I began enquiries some two years ago, I found great difficulty in tracing convictions, as they change their names and give wrong castes. Mr. Hoskins has been more successful; but even his list of convictions is incomplete. These men do no thieving near house, but spread over Northern India, chiefly to fairs. They are petty pilferers and pick-pockets; their children are trained early. I am hoping for a detailed report soon about them from him.

Whiteway, Magistrate, Meerut.

Hoskins, District
Superintendent of
Police, Meerut.

Approximate numbers of the "Dhaulri Kahars" :—

(a). Eighty-eight men and twenty-four boys.

(b). Burglaries and thefts.

Forty-two of the above number have been convicted :—

1 convicted	..	..	..	..	..	8 times.
3 "	..	..	..	..	..	5 "
4 "	..	..	..	..	..	4 "
5 "	..	..	..	..	..	3 "
16 "	..	..	..	..	..	twice.
13 "	..	..	..	..	..	once.
—						
42						
—						

I should say there are only a very small portion of the convictions. These criminals use the Railway very largely; they are to be found at all the large fairs in Northern India. They go over to Delhi, Gurgaon, Hissar, Rohtak, Karnal, Muttra, Saharanpur, Muzaffarnagar and Umballa, and commit burglaries. It is with the greatest difficulty that I have been able to trace these previous convictions in the above-mentioned districts. I have no doubt several convictions have not been brought to light owing to changes of names.

(c). All the members of this tribe, residing in Dhaulri, are criminals.

(d). All criminals.

(e). Kahars, as a rule, take service with Zemindars, but the Dhaulri Kahars have absolutely no mode of livelihood; they live solely by crime.

(f). I would strongly recommend that the whole of the gang, residing in Dhaulri, be brought under the provisions of Act XXVII of 1871. After proclamation the boys under fourteen years of age should be removed to reformatories, and the adult members of the gang put under roll-call system.

The Zemindars of the village should be held responsible that men do not absent themselves without passes from the Jani Police Stations.

सत्यमेव जयते

Question 32.—Has any attempt been made in your district to control the movements of wandering gangs? If so, explain the procedure which has been adopted, and give your opinion as to its effects, and whether it has proved a success?

Whiteway, Magistrate,
Meerut.

True. The deportation of the Sansiyas has relieved the district from a great burden, and I have been much struck with the universal feeling everywhere expressed at the measures taken. Sending a Constable to a camp often does more harm than good. He consults too often his ease or his fears, and sides with the men he is sent to watch.

Hoskins, District
Superintendent of
Police, Meerut.

The only means of control the Police have are the rules framed in Circular No. 34 of 1883. For want of legislation the Police have absolutely no power to control the movements of wandering gangs or tribes. All that the Police have power to do is to visit a camp on its arrival in a Police circle, make a list of the members of the gang, or if a list has been previously made out, compare the list with persons present. The Police Officer is also directed to visit the camp once a week and take note of the absentees and fresh arrivals, and send a Constable with the camp when it moves to another circle.

It is also suggested that Section 55, Criminal Procedure Code, be applied when the account given by the head of the gang is proved to be false. The application of this section, if Magistrates could be persuaded to hear charges against men who are acknowledged to be members of wandering gangs, with no ostensible means of livelihood, would only fill jails with men on whom temporary incarceration has no deterrent effect. Experience has proved that these rules are utterly inadequate as a repressive measure.

The wandering tribes are not bound down to any rules the infringement of which would be punishable. I would suggest that the provisions of Circular No. 34 of 1883 be strengthened with punishments for sudden absence from a gang, or a fresh arrival which cannot be satisfactorily explained. The cause of these sudden absences and arrivals is simple. When the funds of a gang are low a few of the men leave suddenly, and make a tour through a distant part of the country or district where they are unknown and commit innumerable offences. If undetected they return to their original gang. If suspected in any way they join other gangs where they are unknown. This explains fresh arrivals. I would suggest that men who repeatedly absent themselves, or move from gang to gang, be permanently moved to settlements similar to the Sultanpur settlement.

Not a success, more than one gang having vanished.

Constable deputed to watch each gang. Works well.

Parties of Sansiyas and Haburahs have, from time to time, been compelled to bring their goods to settle down close to a Police Station; but they only remained there as long as it suited them to do so.

The gangs of Sansiyas have been watched, and, where possible, made to settle. Their absence has also been checked by an unauthorised system of roll-calls and passes. Many of the younger adult women of the Beriayah class are in the keeping as concubines of Zemindars, from whom members of the tribe have received no small amount of shelter and assistance.

Yes; Constables and Chaukidars have been specially deputed to watch them; but sooner or later they have always managed to get away.

These have been regularly watched under orders contained in Circular No. 34 of 1883, Part III. Considers measures effective, and that from the information furnished in the weekly abstracts special branch, the movements of all such gangs can now be carefully watched and controlled.

Gangs are watched, but no control exercised. District Superintendent of Police thinks no good will be done till all criminal tribes are brought under the Act. Magistrate agrees with him.

No attempt to control movements, but they are watched.

Wandering gangs have been made to move camp every 24 hours. If not, the leader has been *challaned* as a vagrant. This procedure has been very successful in driving the gangs from the district.

Wandering gangs are taken over by a guard at the border, passed through the district and made over to the Police of the next district. The regular police are helped by Chaukidars, and the system should work well, only that the guards are sometimes corrupt.

Yes; much has been done and with great advantage. I have a register kept up at each station, in which is recorded the arrivals and departures of any tribe. When a gang enters a Police Circle the Thanadar proceeds immediately to inspect it. He then makes an inventory of all the property in the possession of the gang, and likewise counts the members and the number of animals with them; and, as far as possible, descriptive rolls are prepared. All this is duly registered; and when the gang departs for another circle or district, a copy of all this information is forwarded to the officer in charge of that place. The officer of a station into which a gang enters is made to compare the inventory and lists so provided by a personal visit to any such gang arriving in his circle, and to enter the same in his "Wandering Gang Register." Should he notice any increase or decrease of the property, animals or people, he makes inquiry, and should the explanation offered by the gang be suspicious, he proceeds to institute inquiry, and reports the fact to District Superintendent of Police. A copy of the particulars, which find entry in the register, is also submitted to District Superintendent of Police. This register is most useful to the successors of Station Officers; and in case of gangs returning to any particular circle or district, any stolen cattle or property can be easily discovered, and taken possession of should no satisfactory account of it be forthcoming. I strongly recommend this procedure for universal adoption.

Webster, District Superintendent of Police, Muzaffarnagar.

Smythe, Officiating District Superintendent of Police, Bulandshahr.

Felton Smith, District Superintendent of Police, Aligarh.

Court, District Superintendent of Police, Agra.

O'Brien, Inspector: Officiating District Superintendent of Police, Muttra.

Garstin, District Superintendent of Police, Furruckabad.

Straight, District Superintendent of Police, Mainpuri.

Bramley, District Superintendent of Police, Etawah.

J. A. Innes, District Superintendent of Police, Bareilly.

Hart, District Superintendent of Police, Bijnor.

Thomas, District Superintendent of Police, Moradabad.

S. H. Berkeley, District Superintendent of Police, Budoun.	Constables and Chaukidars have been deputed to control their movements. The system has not been a success.
Tregear, Inspector : Officiating District Superintendent of Police, Shahjahanpur.	Station Officers take census and descriptive rolls on arrival of gangs, and pass them on with record to next Station Officer. Same procedure as in Moradabad.
Gregson, District Superintendent of Police, Pilibhit.	One Constable sent to escort gang. Procedure quite useless.
Sharpe, District Superintendent of Police, Allahabad.	They are watched carefully. During the last three years only one gang has committed an offence, and two of the members were at once arrested and convicted. The surveillance has been here fairly successful.
Prince, District Superintendent of Police, Cawnpore.	The rules have been strictly acted up to—(see Circular No. 34 of 1883). They are good, and the surveillance has been successful. Twenty persons of wandering gangs were convicted in 1888 and 1889.
Murphy, Officiating District Superintendent of Police, Fatehpur.	Gangs watched. System good.
Pocock, District Superintendent of Police, Hamirpur.	Gangs watched. System good unless the gangs are large.
Kavanagh, District Superintendent of Police, Jaunpur.	Gangs watched. System good.
Young, District Superintendent of Police, Benares.	Gangs watched. Magistrate says the Bhars don't like these wandering gangs poaching on their preserves, so make the place hot for them.
Islamulla Khan, District Superintendent of Police, Azamgarh.	They are watched in the ordinary way.
Berkeley, District Superintendent of Police, Mirzapur.	None.
Lyall, District Superintendent of Police, Ghazipur.	
Luffman, District Superintendent of Police, Gorakhpur.	See answer to question 29. Hayat Mohammad says the Noni Chamars are also watched, and for this there is no necessity as they are not criminals.
Stanley Clarke, District Superintendent of Police, Basti.	Gangs watched by Constables and Chaukidars and passed on. Suggests employment of Armed Police on this duty.
Orr, District Superintendent of Police, Ballia.	One Constable watches each gang, and he is more often than not corrupted, and allows them to do anything they like. Does not believe in the system of nursing these gangs now in force. Considers it has not been a success.
Ewart, Inspector : Officiating District Superintendent of Police, Jhansi.	None.
Harkness, Inspector : Officiating District Superintendent of Police, Jalaun.	
Laing, District Superintendent of Police, Lalitpur.	
Ross Kynnett, District Superintendent of Police, Unao.	Procedure in accordance with Circular No. 34 of 1883. Has been successful.
Cornelius, Officiating District Superintendent of Police, Bara-Banki.	As above.
Clifford, District Superintendent of Police, Sitapur.	A Constable is sent to watch the gang, but as he cannot watch all the members the result is <i>nil</i> .
Denne, District Superintendent of Police, Hardoi.	As above.
H. D. Innes, District Superintendent of Police, Kheri.	
Woodcock, District Superintendent of Police, Fyzabad.	
Carew, Officiating District Superintendent of Police, Bahraich.	As above. Is a check, inasmuch as it tends to keep gangs together.

As above. Result all that can be desired.

Phillips, Officiating District Superintendent of Police, Gonda.

As above. System unsatisfactory. One Constable cannot look after a whole gang who often break up into small bodies and abscond.

Berrill, District Superintendent of Police, Rae-Bareilly.

Yes; each gang is made over by a Constable in charge, when from the Police Station jurisdiction they enter another jurisdiction. They are watched with the aid of Chaukidars. They are generally made to put up in groves near wells, and before they enter a village to beg, sell articles, such as *soops*, &c., the inhabitants are warned to look out, for the *Kanjars*, or whoever they may be, have arrived. In case of a theft occurring in the village the gang is carefully searched, *i. e.*, if suspicion arises they were near the owner's house. During the nights all hands are seen that they are present, and if not, the individual is followed up on notice circulated sharp to trace him. By the adoption of these means the gang do not now get that facility to steal as they did up to lately, and the result is that their visits are getting few and far between. The men are acute enough to see what districts they can live on and in which they cannot, the fact being the Chaukidar gives the alarm, and the result is they get a cold shoulder in the villages.

Mumford, District Superintendent of Police, Sultanpur.

A Constable is sent to watch the gang, but as he cannot watch all the members the result is *nil*. System satisfactory where properly worked.

Hodgkinson, District Superintendent of Police, Partabgarh.

Question 33.—Can you make any suggestions for reducing the clerical work involved in the preparation of (a) daily and (b) special diaries?

I am glad of an opportunity of putting on record the very decided opinion I hold about police diaries as at present made, *viz.*, that the necessity of writing the diary—a work of immense labour—to an imperfectly educated man often prevents an enquiry being made altogether, or else prevents the true facts of the case coming out. Also a judicial officer when consulting them has to wade through such a mass of writing before he finds what he wants, that he often thinks it not worth while taking the trouble.

Steel, Judge, Aligarh.

I am unable to give an opinion as to what are the absolute requirements in a diary from the Police point of view; but, speaking as a Magistrate, I think—

- (1). That in petty cases a special diary is useless, and that a small memo. of the case by the Investigating Officer is all that is required.
- (2). That the "*natija-hal*" at the end, which is usually nearly an abridged repetition of what has gone before, or at any rate of the important points of it, might be done away with altogether. If the special diary itself were more like what the "*natija-hal*" is now it would be an improvement.

Question 35.—What is the system of surveillance over time-expired convicts in force in your district? Do you consider that the surveillance as now prescribed is sufficient and successful? If not, what alterations would you propose?

Surveillance of time-expired convicts is valuable, but too much cannot be expected from it. The dangerous man is the clever backer behind the scenes who has his legal advisers, and takes his measures beforehand. These men prepare their defence first and commit the crime, or get it committed, afterwards. Only a day or two ago I came across a case where a rather well-known Zemindar wanted to give his foe a kicking. He prepared his *alibi* and then administered his kick. He grouped his evidence around a petition for a copy, but he forgot one little point. This is no solitary case. I could name many others.

Whiteway, Magistrate, Meerut.

We are too microscopic in our dealings with crime. There should be more breadth of treatment. Say a dacoity occurs. One miserable man gets run in, and a few rupees' worth of property are recovered. In the *nakshas* the dacoity is "worked out," and the Police are patted on the back. This sort of thing is of little good. We want the case worked out from its inception. We want to know who instigated it, who took part in it, then we have

advanced a step. It may not be possible to get convictions against all; but it will be possible to put down a history of the case in full and keep it for a district record. We want a criminal history of each district—not a list of mere murders in a quarrel about women, or petty isolated thefts; but a history of all cases of organized crime. Had there been one here we should get much help in the dacoities of the early part of the year, and the Dhaulri Kahars would not so long have been in security. Now every man coming to a district has to begin afresh. We are trying to do something of this kind for Meerut. The time-expired convict is too often a tool in the hands of abler men—a tool which has lost some of its use from the conviction. Crimes like dacoity and cattle-lifting are not the work of a criminal class. Any member of widely-spread tribes who has the pluck will join and be thought the better of by his neighbours.

Hoskins, District
Superintendent of
Police, Meerut.

When a time-expired convict is released his warrant is sent to the officer in charge of the Police Circle in which he resides; the Chaukidar of the village is directed to report his arrival in the village; if he does not return to his home within a reasonable period; if not traced his descriptive roll is published in the *Police Gazette* for general information. If the ex-convict returns to his home, the Chaukidar is directed to report his absence from the village, in which case a confidential note is sent to the Police Officer in charge of the circle to which the ex-convict goes.

Officers in charge of stations make inquiries as to the mode of livelihood of ex-convicts through constables of beats, Chaukidars and Zemindars of villages. They also note the frequent and unaccountable absence of the convicts, and endeavour to ascertain the places and persons they visit. A note is made of these visits and their associates, from which a fair estimate is formed as to whether the ex-convict has reformed or not. This surveillance merely demonstrates the effect jail discipline has had on the ex-convict. It in no way acts as a check on habitual criminals. If Chaukidars were made to give speedy and reliable information this surveillance might do some good; but if, on the other hand, the Chaukidar is lazy and is guided by the Zemindar who sympathises with the ex-convict, then this surveillance becomes a farce.

Webster, District
Superintendent of
Police, Muzaffar-
nagar.

The orders are quarterly inspections and entry of notes in register. No alteration needed if orders acted up to fully.

Smythe, Officiating
District Superin-
tendent of Police,
Bulandshahr.

Quarterly inspections sufficient. No change necessary.

Felton Smith, Dis-
trict Superinten-
dent of Police, Ali-
garh.

Considers surveillance a farce. Says not one Thanadar in fifty knows what is required of him. That the register is hardly ever kept up properly.

Buller, District
Superintendent of
Police, Dehra-Dun.

Quarterly inspections.

Finlay, Magistrate,
Agra.

If possible it would be well to require a certain amount of surveillance at the hands of the Lambardar of the village; but I suppose legislation would be required for this: and here I may say that we in Agra by no means get the assistance and co-operation of landlords and headmen, such as we are entitled to by law. The reason for this is the difficulty of procuring a conviction of neglect of duty in this respect.

With regard to the convict reporting himself twice a month to the Police, this might be reduced after, say, a couple of years, to once a month, and given up after five years of good conduct.

Court, District
Superintendent of
Police, Agra.

The system of surveillance over time-expired convicts in force in the Agra district is as follows:—Once a quarter at least the officer in charge of the station personally makes inquiry in the village where the time-expired convict lives, as to his life, occupation, conduct and character. Whenever the Constable of the beat visits the village he makes similar inquiry and reports the result to his officer. Absence of a time-expired convict from his village, the fact of his being visited by bad characters, &c., is reported by the Village Chaukidar to the officer in charge of the station, who once a quarter records the result of inquiry in the register.

I do not consider the surveillance as now prescribed at all sufficient or successful. I would propose that the registered time-expired convicts who have been imprisoned—

Once or more for—Dacoity, thaggi, belonging to a band of dacoits; robbery by poisoning or highway robbery ;

Twice or more for—Theft, coining or uttering counterfeit coin, or dishonest possession of stolen property,

be made subject to the provisions contained in the rules contained in G. O. No. 489, dated 19th March, 1874, as regarding the system of passes for absence from their village after sunset ; that all such convicts be escorted to their homes by the Police on release to ensure their returning home, the Police escort taking the convict first with his warrant to the Police Station, in the jurisdiction of which he lives, for the due entry of his name in the register of time-expired convicts. On the 5th and 20th of each month such time-expired convicts should be obliged to report themselves at the Police Station to give an account of their occupation and means of livelihood, such reporting being entered and acknowledged in the duplicate form of check-receipt.

Enquiries by Chaukidars, Constables and Investigating Officers when going to and from enquiries. Magistrate adds surveillance generally a farce.

O'Brien, Inspector :
Officiating District
Superintendent of
Police, Muttra.

Says the system is, as far as possible, that prescribed in the Manual. *Makes his Station Officers send in special reports whenever they make enquiries.* Thinks this is a better system than merely making entries in registers, as with lazy Thanadars the entries are often fictitious. Thinks Constables' beats are too large, and that the thana staff should be increased.

Garstin, District
Superintendent of
Police, Furruck-
abad.

Mr. Straight indicates the system in force. So far as my experience goes the surveillance of time-expired convicts in this district and elsewhere is merely nominal. Enquiries may or may not be made from the Zemindars or Chaukidar of the village in which the convict resides ; but the entry usually made in the register is one of a stereotyped character, and utterly useless for Police purposes. The question as to the alterations which should be made in the existing practice is closely connected with the suggested amendment of the criminal law, by which, when the expiration of the sentence imposed upon him, the convict may be subjected, by order of the Court, to Police surveillance for a specified term ; the character of this surveillance and the restraints which it imposes upon the offender, are defined in the proposed amendment. The proposal was reported on a short time ago. It is in this direction that any permanent improvement in the system of surveillance appears to lie.

Rose, Magistrate,
Mainpuri.

Enquiries regarding time-expired convicts are made principally by the Station Officers through the village Zemindars and Lambardars, and entries are made quarterly in the Time-expired Convict Register, stating the results of such enquiries. I do not consider that Police surveillance is satisfactory, and enquiries about such criminals as are now made seem to me to be utterly useless, and the registers contain a lot of useless matters. I would suggest doing away with the register of bad characters altogether, and in its place substitute a new register called the "Register of Notorious Offenders," in which the names of all criminals, who apparently make a trade of crime, should find entry, and every movement and action of such person should be recorded in this register. Should such persons wish to leave their village, no matter under what pretext or for how short a time, the Village Chaukidar should be informed, and a report immediately sent to the thana, setting forth when the registered man has gone, and for what purpose. I would also enforce the attendance of such persons at the thana at least once weekly, to give a full account of their doings during the week, and I would insist on the Village Watchman or Chaukidar visiting the house of such persons at least once every night at uncertain hours. Should such person be found absent from his home on more than one occasion, a red mark might be made against his name and a stricter surveillance enforced. Such surveillance would undoubtedly be severe ; but I do not see why leniency should be shown to hardened criminals.

Straight, District
Superintendent of
Police, Mainpuri.

By instituting this register, I do not mean that the Time-expired Convict Register should be abolished.

Bramley, District
Superintendent of
Police, Etawah.

Magistrate would only have surveillance in cases where an offender is declared by a Court to be an habitual, but not incorrigible. If he is incorrigible, he should be transported for life. If not an habitual, he should be left alone; but if really an habitual and declared so by a Court, he should be kept under surveillance for a year or two after release. He should be made to report himself morning and evening to the Chaukidar; be often looked up by the Station Police; should not be allowed to leave the village for more than three hours, except under written permit from the Station Officer; and generally should be made to feel that he is under close supervision.

J. A. Innes, District
Superintendent of
Police, Bareilly.

Quarterly inspections—a good system if properly carried out. Suggests parades by District Superintendent of Police, to which Magistrate disagrees; and English inspection registers to be filled in by District Superintendent of Police: this Magistrate agrees to.

Hart, District
Superintendent of
Police, Bijnor.

Quarterly inspections by Station Officers. Chaukidars also have to report regarding movements, &c., of these convicts. Information is also sent of their movements when they move into other Police jurisdictions. If the Station Officer works well and makes his Constables to be thoroughly acquainted with their beats, the present system is sufficient.

Thomas, District
Superintendent of
Police, Moradabad.

Quarterly visitations by Thana Officer. Other visits by Chaukidar and Constable of beat. District Superintendent of Police also, at inspection, calls all these men up and enquires into their means of livelihood, and if any of them have returned to honest ways, strikes their names off. Thinks the procedure should be supplemented by making weekly visits to thana compulsory, or, at all events, weekly reports of presence in village. If this is not legally authorised many convicts stray away and get lost sight of.

S. H. Berkeley,
District Superin-
tendent of Police,
Budaon.

Quarterly visitations by Station Officers and irregular visits by Constables and Chaukidars. Thinks present system sufficient.

Tregear, Inspection:
Officiating District
Superintendent of
Police, Shahjahan-
pur.

Quarterly visits by Station Officers. Irregular rounds by Constables and Chaukidars. No good whatever, as men come and go without restraint. Suggests a ticket-of-leave system with endorsements by Station Officer whenever the ex-convict goes anywhere.

Gregson, District
Superintendent of
Police, Pilibhit.

Thinks present system no good, because—(1) Station Officers often write up all their quarterly visits together; (2) it is on this officer's recommendation that the names are struck off; and (3) Chaukidars hardly ever report absence. Would recommend weekly visits by the Constable of the beat. Personal visits by District Superintendent of Police on tour. This plan strongly recommended, as Police then take care to learn the ex-convict's appearance when they know District Superintendent of Police has seen him.

Sharpe District
Superintendent of
Police, Allahabad.

In my opinion the majority of names down for second conviction of simple theft (Section 329), or burglary by day (Section 454), or receiving stolen property (Section 411), are needlessly recorded, and nothing is to be gained even by *bonâ fide* surveillance over them. I think these crimes should be struck out of Circular No. 38 altogether. Surveillance is only necessary for those who go in for heinous crime, or who leave their villages at night for the purpose of committing crime, or go off to other districts and circles with this object in view.

Hamblin, Magistrate,
Cawnpore.

I consider that all persons of the habitual class should be subject, after release from jail, to a period of surveillance by the Police, order as to the length of which should form part of the order in the case; this new form of punishment would be added to the punishments now permissible, and would be inflicted at the discretion of a Magistrate of the first class, or officer of higher judicial powers. It would also be imposed as a condition of release with respect to all persons released before the proper expiry of their sentences in cases in which the sentence was passed for an offence against property. The surveillance would extend for a period of five years, and could be increased by the order of the Magistrate, on his calling upon the man to show cause why the period should not be extended for a further period of five years or less time. The surveillance would include prohibition to leave the village without permission of the Circle Police Officer or Magistrate: in case of the man living in a solitary place, it might be advisable to take power to appoint the limits within which the man must remain.

I am not in favour of the man being required to report himself at the Police Station. Absence from the village should involve liability to a sentence of rigorous imprisonment up to two years' duration.

The rules are acted up to, but there is no real surveillance. Men come and go as they like, and there is nothing said so long as they are present at the quarterly inspections. Would have a law obliging all time-expired habituals to report themselves at the thana once a month. Would make Station Officers inspect once a month, and would only allow men to go away on passes.

Prince, District Superintendent of Police, Cawnpore.

The ex-convict is strictly watched by the Chaukidar. His movements are reported, and should he leave the Circle, his descriptive roll, &c., is passed on. If this system is properly worked, nothing more is necessary.

Murphy, Officiating District Superintendent of Police, Fatehpur.

Quarterly visits by Station Officer and irregular visits by Constable of beat and Chaukidar.

Pocock, District Superintendent of Police, Hamirpur.

Quarterly visits by Station Officer and entries in registers all fudged. Chaukidars lax in reporting ex-convicts' movements. Suggests more detail in registers in entry of ex-convicts' relatives, &c., and entry of Chaukidar's reports in his report book.

Kavanagh, District Superintendent of Police, Jaunpur.

Quarterly visits by Station Officer and entry in register. Practically no surveillance. Suggests every movement being reported and recorded, and absence verified.

Young, District Superintendent of Police, Benares.

According to Circular. System sufficient and successful.

Islamulla Khan, District Superintendent of Police, Azamgarh.

I know they are very slipshod about it. I found the other day at Bindachal that some half-a-dozen *badmashes* scattered over a large circle were supposed to have been inspected on the same day.

Crooke, Magistrate, Mirzapur.

According to Circular No. 38 of 1886, I think the surveillance, if carried out, is quite sufficient, but I am afraid the Police are often very slipshod in obeying the Circular.

Berkeley, District Superintendent of Police, Mirzapur.

Surveillance according to Circular. Thinks it might be improved, but makes no suggestions.

Lyall, District Superintendent of Police, Ghazipur.

System is that ordered in revised Circular book. Suggests that if there is a likelihood of the convicts reforming, no information need be sent when he changes his residence, as men are often prevented from becoming honest by the action of the Police.

Luffman, District Superintendent of Police, Gorakhpur.

Quarterly visits by Station Officer and periodical visits and reports by Chaukidar. Thinks supervision sufficient.

Stanley Clarke, District Superintendent of Police, Basti.

All released convicts borne in the Register 10A are visited once in three months by the officer in charge of station in whose jurisdiction the convicts reside, and a note is made against such convict, showing the result of enquiry, his manner of life, occupation, conduct and character. The convict is also visited by the beat Constable, who reports to his superior officer the result of his enquiry regarding the habits, &c., of the released convict. A reference to this register will show how useless the present system is : the nature of the entries of surveillance in the register are generally of a hearsay nature, or opinions formed on some grounds not recorded by the Station Officer. Some of the entries, I am convinced, are purely fictitious and made simply with a view to show compliance with a disagreeable duty. For any practical purpose the present system of surveillance is useless. I would recommend adopting the English system of making the released convict report himself to the Police. Under the prevention of Crimes Acts 1871 and 1879 all convicts are required—

Orr, District Superintendent of Police, Ballia.

- (a). To report themselves to the Police within 48 hours of their arrival within a Police district.
- (b). To report themselves every month to the Police.
- (c). To notify to the Police their changes and addresses.
- (d). To get their living by regular means and honest employment.

It will thus be seen that the English law as to supervision of released convict gives the Police greater power than they have in India. Further, I think greater responsibility should be placed on Zemindars, and that they or

their agents should be made to give information to the Police as early as possible regarding the movements of released convicts. So long as we are still kept to our present plan of employing the Police to hunt up released convicts, we must depend on Constables for such work. How far a Constable's visits are effective in preventing a confirmed bad character from committing crime, is doubtful. The present system should be abolished, and the English system adopted.

Ewart, Inspector: Officiating District Superintendent of Police, Jhansi.	Quarterly inspections. Supervision sufficient.
Harkness, Inspector: Officiating District Superintendent of Police, Jalaun.	Quarterly and irregular visits. Supervision sufficient.
Laing, District Super- intendent of Police, Lalitpur.	As prescribed by Circular. Sufficient, if properly carried out.
Ross Knyvett, District Superintendent of Police, Unao.	Quarterly surveillance.
Cornelius, Officiating District Superin- tendent of Police, Bara-Banki.	Quarterly inspections by Station Officer. Periodical visits at irregular intervals by Constables and Chaukidars. District Superintendent of Police and Deputy Commissioner advocate system of passes, and convicts to be made punishable by law for leaving without a pass or contravening the conditions of a pass.
Clifford, District Superintendent of Police, Sitapur.	Quarterly visits, &c. Thinks the system sufficient if properly worked. Considers the way surveillance is carried out is a good test of an officer's work.
Denne, District Superintendent of Police, Hardoi.	The Station Officer has orders to record in a register the result of his surveillance for the quarter year over each convict. He obtains his information from personal observations and enquiries, and from his subordinates. I do not think that the surveillance as at present exercised is successful. I think that persons under surveillance, but only those whom it may please the Court of its own accord, or on the report of the Superintendent of Police, to subject to Police surveillance, should be required to report their movements, and failing to make such report or giving false information, they should be rendered liable to pay a penalty, such as loss of any property they might own in the village until they return, or, if they be made to find security, the security should be forfeited.
	At present they may leave or remain as they like, and the whole burden is on the Police.
H. D. Innes, District Superintendent of Police, Kheri.	} Quarterly visits, &c., as laid down in <i>Manual</i> . No suggestions.
Woodcock, District Superintendent of Police, Fyzabad.	
Carew, Officiating District Superin- tendent of Police, Bahraich.	
Phillips, Officiating District Superin- tendent of Police, Gonda.	Do. do. do. Insufficient. Visits should be fortnightly. Chaukidars do not exercise sufficient surveillance.
Berrill, District Superintendent of Police, Rae-Bareilly.	Quarterly visits and reports. Quite insufficient. Suggests that Chaukidar should be required to report absence promptly. Ex-convict found out of bounds to be sent up for trial.
Mumford, District Superintendent of Police, Sultanpur.	Quarterly visits by Station Officers. Daily and nightly surveillance by Chaukidar. System successful if properly worked.
Hodgkinson, District Superintendent of Police, Partabgarh.	Quarterly visits by Station Officers. Surveillance insufficient, as thana areas too large and strength of Police too small.

Question 37.—State how many of time-expired convicts registered in your district have, within the last three years—

- (1) *returned to their villages and continued to live there ;*
- (2) *returned for a time and then migrated elsewhere ;*
- (3) *never returned, but taken up their abode elsewhere. Give your opinion as to whether the surveillance exercised by the Police has caused time-expired convicts to change their places of residence ?*

Mr. Straight gives figures in reply to this question. Whether Police surveillance has or has not anything to do with the change of their residence by time-expired convicts, is a somewhat difficult question to reply to without actual knowledge of the facts. The figures quoted by Mr. Straight lend colour to the assumption that Police surveillance has had very little to do with the change of residence. Of 563 time-expired convicts, less than 10 per cent are said never to have returned to their homes. Allowance, however, must evidently be made for a considerable proportion of these convicts who had no homes to return to. Again, 65, or less than 12 per cent, are said to have returned to their homes for a time, and then to have migrated elsewhere ; but without enquiry into the length of time after which the migration took place and the special causes which led to it, among which may have been the commission of fresh offences and the fear of detection, it is impossible to say how far the surveillance of the Police may have contributed to the change of residence ; but if, of 563 time-expired convicts, 446 actually returned to their homes and remained there, and if allowance is made for the number of criminals who have a nominal place of residence but no home in the usual meaning of the term, it is clear that Police surveillance does not act much in the way of restraining convicts from returning to their homes ; nor do I think, as a fact, that such restraint is exercised. Police surveillance is not sufficiently active, severe and constant, to be felt as a restraint to this extent.

Rose, Magistrate,
Mainpuri.

Question 38.—In cases in which time-expired convicts have not returned to, or have subsequently left their homes, what steps are taken to ensure their being kept under surveillance in the places to which they have migrated ? Have you any suggestions to make on this subject ?

A large number of convicts leave their residences and do not return, and no trace is even got of them. Likewise many never return to their homes when released. For this obviously faulty system there is no law, and I think legislation is much called for. I suggest that it should be compulsory for a released convict, punished under certain sections, to report to the local thana his presence in the village at least once a month. In default, he should be liable to imprisonment.

Thomas, District
Superintendent of
Police, Moradabad.

This class of convicts should be escorted to his home by the Police, to be made over to the headmen of his village. Until some such procedure is adopted no beneficial result will be forthcoming.

1. When time-expired convicts do not return to their homes within reasonable time (which means the time taken up by a man proceeding from jail to his home at the rate of 10 miles a day), the Station Officer reports to head stations with a view to their descriptive rolls being published in the *Police Gazette*.

Orr, District Super-
intendent of Police,
Ballia.

2. Should a convict arrive at his home and subsequently leave it, information, with particulars, is circulated within the district and to neighbouring districts. The present system, it must be owned, is extremely feeble ; but until the law is changed and Zemindars are made responsible to some extent, nothing can be done to ensure these men being kept under surveillance in districts to which they have migrated. In many instances the convict has only a temporary residence in the village in which he committed an offence, and he may return to the same village after his release and subsequently leave it. It is in such cases that it is extremely difficult to trace

him and ascertain his whereabouts. At present the released convict cannot be punished for failing to report his departure from his temporary or permanent abode, and by giving a false address eludes discovery.

Grigg, Deputy Commissioner, Bara-Banki.

I concur in the remarks made by Mr. Cornelius except so far as they relate to making Lambardars or Zemindars personally responsible. However desirable this may be, it would be impossible to work the rule. There are Talukdars who possess hundreds of villages. How could they possibly know of the movements of these men?

Cornelius, Officiating District Superintendent of Police, Bara-Banki.

In cases of time-expired convicts who have left their homes, as far as possible it is ascertained where they have gone, and intimation sent to the Police of the circle they have gone to, with a copy of Register 10A. His name is then entered in the same register of that station. When acknowledged, a note is made opposite his name in this District Register.

I suggest that if a time-expired convict leaves his home and goes to another circle, that he be compelled to report himself at the Police Station. Failing in this, a rule be enacted, making him punishable for not reporting.

I also suggest that Lambardars and Zemindars in the district, and mohalladars in towns and cities, be made responsible to report at the Police Stations all suspected or unknown characters coming into their villages or mohallas, regarding such enquiry to be made by the Police. If found to be a convicted offender, and has left his village without a pass, such as recommended in my answer given to question No. 35, the man to be punished, and his name brought on the Register 10A of that circle. Landlords, &c., failing to report their advent or sojourn in their villages to be punished by an enactment.

Denne, District Superintendent of Police, Hardoi.

In the first case descriptive rolls are published in the *Police Gazette*. In the last, communications are made with the Police of the circle whither they have gone.

I should suggest that the prisoner be called upon to obtain a relation or some other person to stand security for his returning to his village, or arrival at the address which he might give. Should there be no such person he should be escorted to his home, and treated as I proposed in my reply to question No. 35. This is only in the case of such persons whom the Court or Superintendent of Police may deem it necessary to supervise.

Question 41.—What is the number of bad characters entered in Register No. 10 in each thana of your district? On what system is the surveillance of these bad characters carried out, and to what extent is it secret, as prescribed in Rule 2, Clauses III and IV, page 176, Police Manual?

Thomas, District Superintendent of Police, Moradabad.

The whole system is a farce, and, in my opinion, worthless. It is an open secret and nothing more. The chief of a station is supposed to be the only Police Officer in the circle who knows what names are on the record, when, in fact, the entire staff know and the villagers also. The Chief Officer tells us he keeps the register under lock and key. This is good in theory, but bad in practice. The registration of the suspicious criminal classes should be legalised, and names entered after a Magisterial investigation, and no secret should be made of it. The Police action afterwards should be secret with a view to bringing the undetected and unpunished offenders to justice. In this way, and in this only, can any benefit accrue from scrutiny over would-be criminals.

Question 42.—To what extent are the provisions of Section 110, Criminal Procedure Code, for taking security for good behaviour from habitual criminals, acted on in your district?

During the last ten years how many cases have been decided under the provisions of this Section—

- (a) in which security was furnished;
- (b) in which imprisonment for default was awarded;
- (c) in which security for good behaviour was forfeited?

Alexander, Magistrate, Etawah.

This section is only worked in a fitful way, and the inquiries have not struck me as very full or intelligent in most of the cases I have seen. Till a note-book of the kind I have mentioned in my reply to question

41 is kept up, the Police very seldom will have any real facts to lay before the Courts; and in default of these, they too often bring forward witnesses who can be shown (if proper inquiry is made) to be at enmity with the prisoner, or with the faction in the village to which he belongs.

I over and over again see entries in decisions of the Courts to some such effect as this :—

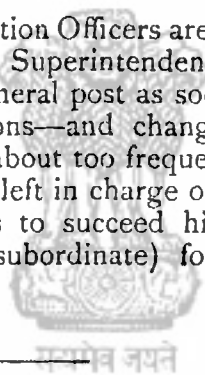
“ Accused confesses and states that he stole this bullock at the instigation of X and was conveying it to Z. X's nephew when arrested, but there is no proof of this, &c., &c. ; or

“ The accused who was caught red-handed committing a burglary was one of a party of four, of whom three escaped. There is ground for suspecting that these men were X, Y, Z, but there is no sufficient proof to justify these being put on their trial,” &c.

Now if the Police would carefully note every one of these cases in their note-book against X, Y, Z, or whoever the men may be, it is very possible that after a few years some of them would be *proved* to have been suspected on fairly good grounds in more than one case, and then when the officer in charge applied to bring his name on the register, or to proceed against him under Section 110, he would have something definite to go on.

I have several times suggested this being done, but it is not done ; and I cannot undertake to do the work of the Station Officers for them, so I am afraid these remarks disappear into the record-room, and are no more seen or thought of.

The frequent changes made in Station Officers are also much against this branch of the work. Some District Superintendents of Police seem to think it the correct thing to have a general post as soon as they get to know a little about a district—and promotions—and changes of Court Readers and casualties all contrive to bring about too frequent transfers. I think that, if possible, an officer should be left in charge of a station for at least three years, and that the man who is to succeed him should, if possible, serve at the station with him (as his subordinate) for at least six months before he takes over charge.



Question 43.—Has there been any great decrease in cases under Section 110, Criminal Procedure Code, in your district since the amendment of the law in 1882 ? If so, to what causes would you attribute such decrease ?

The omission of persons of notoriously bad livelihood or of a dangerous character (Section 505, Act X of 1872) from Section 110 of the present Code of Criminal Procedure, has had a bad effect on the Magistrate's power to deal with the criminally-disposed members of society. The law, as it now stands, is powerless to check the malpractices of the professional bullies. The provisions of Section 106 of the present Code only meet the cases of persons against whom charges of assault or rioting are brought home. What is required is a provision in the law to prevent the occurrence of violent assaults so dear to the professional bully. The peaceably-disposed members of society are loth to come forward to give evidence against persons of their *muhalla*, while the Police, through fear of a possible acquittal, shrink from sending up for trial those who are notorious for evil practices. The Magistracy has been in some instances blamed for reluctance in dealing with desperate characters under this section ; but it is the law that requires to be altered, and less exacting preliminaries should be allowed. As a Magistrate who has dealt with a large city like Allahabad for a space of about three years, I can only say that on receiving a report from a Station Officer, asking for orders to put in practice this section, my answer has invariably been “ send no one up against whom people of his *muhalla* are not prepared to give evidence, and for whom there is no chance of an acquittal.”

Gray, Magistrate, Allahabad.

Question 44.—Can you state, approximately, the average number of Circulars, copies of orders, descriptive rolls or other papers which have to be sent to every thana in your district?

Buller, District
Superintendent of
Police, Dehra-
Dun.

The volume of these is needlessly increased by the issue of ghushtee orders. In every petty case from neighbouring districts, specially in cattle-theft, these orders go to thana, and if the truth were known, are never seen by any one but the Muharrir. This indiscriminate issue of descriptive rolls, lists of property, &c., is in practice of no good. It would be just as useful to publish the same in the *Police Gazette*. In twenty-eight years' service I have only found it useful in one case, in which I was unable to trace and recover a watch stolen and secreted at Lucknow, while I was stationed at Sitapur, 52 miles away.

White, Magistrate,
Benares.

The point is not that too many papers are sent, but that too few are read. The *Police Gazette* might be made, what it is not at present, a useful means of conveying all sorts of information useful to the Police. The editing of the *Police Gazette* really well would take up the whole time of a Special Assistant. Such an appointment might be made a sort of prize appointment for Inspectors.

Question 45.—How long does it take you, on an average, to write up your daily crime register (Circular No. 29, dated 14th October, 1881), and how is it written up in your absence?

Felton Smith, Dis-
trict Superinten-
dent of Police,
Aligarh.

The actual filling in of the offences with minute detail in a manner which, I am informed, is not adopted by another Superintendent in the North-Western Provinces—apart from the time occupied in hearing the report in the diary of the occurrence—does not take me half an hour a day; and I possess a record of every cognisable offence reported with its history until the termination of the trial—a record by which I can check every thana register in the district, and all quarterly, half-yearly or annual statements of crime. I look upon this register as the most important in the district, and I do not believe that if it is kept up by anybody but the Superintendent himself, that officer can have that knowledge of the manner in which each case is being worked which is necessary for a thorough supervision of the work of the Police in a district.

If I am away from Head-Quarters on tour or on special duty, I always take my crime register with me and fill it in daily.

Question 46.—In your district has the District Superintendent's Office any work connected with (1) pound accounts; (2) sepoys' remittances; (3) any other work of a miscellaneous character not directly connected with Police business? If so, specify the different kinds of such work, and state whether, in your opinion, they should remain with the District Superintendent, and if not, to what office they should be transferred?

White, Deputy
Commissioner,
Sultanpur.

I am on the point of relieving the Police of the pound accounts. The Station Muharrirs have charge of pounds, and get Rs. 2 a month for it. The fund is rich, and I am going to appoint separate Muharrirs, who will do all the clerical work and attend to the pounds, the Police Officer generally supervising the good management of the pound. District Superintendent of Police writes in exaggerated terms on (2). All payments are, as a rule, made over to Treasury Officer, except Police remittances, which generally come from Burma. The usual miscellaneous work which the Police Officer has to do is to verify descriptive and character rolls of recruits coming from the Military and Burma Police Departments, to keep in a register the ready-made rolls of Army Reservists, to deliver railway passes to those men when summoned for drill, and to furnish general information of the heirs of deceased sepoys and Burma Policemen. A moment's consideration will show that there is no one so well placed in the district as the District Superintendent of Police for compliance with these calls; and all this business

is much more legitimately connected with the Police Department on its *quasi-military* side than with Tehsili. The District Superintendent of Police, of course, lightly suggests the transfer of it all to that general beast of burden the Tehsildar, who has at his disposal an average of about 15 revenue chaprasis, with whom, over an area of 427 *square miles* (per Tehsili), he has to do a thousand other things, all without delay, and he must never resort to unauthorised means to serve an order, or call an urgently wanted individual. Certainly the Tehsildar is not available for the above additional business. Now see how comparatively easy it is for the Police Office. Such papers contain all particulars of person and locality. District Superintendent, Police, sends the paper to the Police Officer in whose circle the village mentioned is: the village Chaukidars are always on visits to the Police Station; every village has its Chaukidar. The Police Officer mentions the matter to the Chaukidar concerned, and the needful inquiry is then easily made. There are four Tehsildars to 13 Police Station Officers—a number, too, that will probably be increased; and there are 59 Tehsil chaprasis to an army of 2,880 village Chaukidars. It is obvious that, with the excellent means at his command, District Superintendent of Police is the best instrument for doing all this miscellaneous business which unfortunately devolves on this district to do. The references would not be got out for months, and there would indeed soon come a dead block if Tehsildars had to do them.

Question 48.—In consequence of the issue of Circular No. 22, dated 29th October, 1889, do you find that the clerical work connected with the preparation of special diaries has increased or not? Is it the practise to record the full deposition of every witness examined, and are the depositions written in duplicate?

Depositions of special witnesses only recorded in full. These are written in duplicate. No increase in work. Hoskins, District Superintendent of Police, Meerut.

Yes; increased enormously. All depositions are written in full in duplicate, besides abstract in diary. One copy and abstract sufficient. Webster, District Superintendent of Police, Muzaffarnagar.

Yes; very much increased. Two copies are made in full. This is not necessary. Smythe, Officiating District Superintendent of Police, Bulandshahr.

Yes; this rule adds enormously to the work, and is evaded on every possible occasion. *Would have no copies made of the special diaries. Thinks abstract would be quite sufficient for the information of the Investigating Officer. Copies are not required in 1 per cent. of the cases. Were never made prior to the amalgamation.* Felton Smith, District Superintendent of Police, Aligarh.

Yes; increased enormously. Three copies of depositions made. Present investigating staff are incapable of making a précis. All that is wanted is one copy in full, and an abstract for the enquiring officer. Buller, District Superintendent of Police, Dehra-Dun.

Not much increased. Only special witnesses' statements are recorded in full. Magistrate says diaries might be reduced by one-half. Court, District Superintendent of Police, Agra.

Yes; the effect of the Circular has been to increase the work 50 per cent. O'Brien, Inspector: Officiating District Superintendent of Police, Muttra.

The clerical work has *decreased*. Only statements of relevant witnesses recorded and no duplicates written. Garstin, District Superintendent of Police, Furruckabad.

Mr. Straight replies to this question. I very much doubt the advantage of recording the depositions of witnesses either in a separate form or in a special diary. All that the Court, dealing with the case, wishes to have is an abstract of the general facts to which a witness will depose. The statements recorded by the Police are practically valueless. Even if there is every desire to record a statement accurately and honestly, there are very few Police Officers who know how to record it. Even Deputy Magistrates with their daily experience fail to record evidence as it is given. What the Police really record is the writer's account of what the witness is understood to have said, and as a fact the statements are frequently not taken down at the time. The heads of the statement are noted, and the Police Officer subsequently expands and modifies them in such a way as to make them intelligible. Rose, Magistrate, Mainpuri.

and satisfactory. If the Police could be made to understand how much trouble and vexation are caused to a Magistrate who has to wade through an interminable Police diary, the Police would perhaps be less inclined to sit from morning till night preparing a long-winded account of what an Investigating Officer thinks he has done. A District Superintendent of Police, who would insist upon Police diaries being clear and precise, and, above all things, brief, free from superfluous and irrelevant matter, with just sufficient to indicate what the Investigating Officer has done and the progress made in his enquiry, would do more for his administration than at first sight appears possible. His Police would have more time for their work, and the Magistrates concerned would really know more of the Police action in any case than they do now. They would not trust, as I fear many a District Superintendent of Police and Magistrate does now, to a verbal abstract of the results of a Police investigation which the Police officer, who brings forward the report, is able to furnish them with. To all intents and purposes the interests of Police would be fully satisfied by a charge sheet (No. 1 or 2 as the case might be), in which the facts to which each witness deposes might be shown in an abstract form, in the way in which they are shown in the Committal Calendar sent by a Magistrate to the Court of Sessions. The progress of an enquiry from day to day might equally well be shown in a statement in which the hours of enquiry, the places visited, the persons examined, the facts discovered, and everything necessary for higher authority to know in connection with the progress of a Police enquiry, might be clearly and concisely recorded. Half the time of the Police is now taken up in clerical work, which might be advantageously dispensed with. This is one of the points to which I think special attention should be directed in connection with the improvement of Police administration.

Straight, District Superintendent of Police, Mainpuri.

Says all statements are recorded in full and in duplicate, and much valuable time is wasted.

Bramley, District Superintendent of Police, Etawah.

Yes ; work has largely increased. Special witnesses only have their statements recorded in duplicate.

J. A. Innes, District Superintendent of Police, Bareilly.

Yes ; depositions written in duplicate. Not only asbtract in diary.

Bullock, Magistrate, Bijnor.

I think the recording of the statements of witnesses in full by the Police is a pernicious system which leads to endless acquittals by officers who consider that it is right to compare the evidence given in Court with that given to the Police. The Additional Judge at Moradabad has recently circulated an order to all Magistrates in this district, in which he says that it is the business of Magistrates, after comparing these statements, in case of discrepancy, to give their reasons for believing one rather than the other.

Hart, District Superintendent of Police, Bijnor.

Depositions not recorded in duplicate, and substance only entered in diary: no extra work.

Thomas, District Superintendent of Police, Moradabad.

Yes ; work has increased, as depositions are recorded of all witnesses in duplicate, and their bulk is equal to the station diary.

S. H Berkeley, District Superintendent of Police, Budaun.

All depositions in duplicate ; but no increase in the work.

Tregear, Inspector: Officiating District Superintendent of Police, Shahjahanpur.

Do. do. do. Work has increased. but not much.

Gregson, District Superintendent of Police, Pilibhit.

Do. do. do. do. (Magistrate doubts this).

Sharpe, District Superintendent of Police, Allahabad.

It would, no doubt, lighten work to a very great extent, were Police Officers given to understand that it was optional to them, under Section 161 of the Procedure Code, to record statements, and that they would use their own discretion on the matter ; but I very much question if Police enquiries would retain even the small amount of evidence given to them, now. Under the present system were Police Officers allowed such latitude as is permitted by the Act, there can be no doubt that by compelling Investigating Officers to record evidence in full, much more sound case-work is obtained from them, than would be the case if they were permitted to

make abstracts only. Our Investigating Officers are not sound enough to be allowed the same license as is extended to detectives and higher officers of Police in England.

Depositions all written in duplicate, but no increase to work.

Depositions *not* written in duplicate. Statements of relevant witnesses only taken. No increase in work; rather the contrary.

All depositions in duplicate; no increase in work. Magistrate objects strongly to depositions being written in full at inquiries.

Work much increased. Statements have to be recorded in full and copies made.

There has been a slight increase, but not much. Statements are written in duplicate.

Says work very much increased, and Detective Police work altogether lost in this mass of writing. Magistrate thinks this too strong.

Work much increased. Statements have to be recorded in full and copies made.

Yes; increased considerably. All depositions in duplicate.

No increase. Separate depositions recorded.

Increase considerable. All statements in duplicate.

No increase. Statements written separately, and only abstract in diary.

Decrease. Statements not copied.

Yes; much increased. Statements recorded in duplicate, and diaries also containing statements in duplicate.

It has been the practice hitherto to record the full deposition of every witness examined, though there is not the least necessity for doing so under the law. The matter only came prominently to my notice lately, when the Sessions Court at Sitapur began to allow the counsel for defendant to call, as a right, for these statements and to cross-examine witnesses on them. This was done under the guise of a Calcutta High Court ruling, and led in at least one case to a disastrous failure of justice. There is no doubt but that these "full depositions" are often embellished in a dangerous manner by the recording Police Officer, and if counsels are to go on calling for them, the fewer of them the better. Besides, they entail a very large increase in work, and often most harmful delay. Every single form or detail which protracts the interval elapsing between commission of a crime and the appearance before a Magistrate of the person charged for trial, tends to defeat the aims of justice.

No complaints of increase in work. Statements not always in duplicate.

Yes; much increased. All statements in duplicate.

Not much increased; but statements in duplicate are not required.

Prince, District Superintendent of Police, Cawnpore.

Murphy, Officiating District Superintendent of Police, Fatehpur.

Pocock, District Superintendent of Police, Hamirpur.

Kavanagh, District Superintendent of Police, Jaunpur.

Young, District Superintendent of Police, Benares.

Islamulla Khan, District Superintendent of Police, Azamgarh.

Berkeley, District Superintendent of Police, Mirzapur.

Lyll, District Superintendent of Police, Ghazipur.

Luffman, District Superintendent of Police, Gorakhpur.

Stanley Clarke, District Superintendent of Police, Basti.

Orr, District Superintendent of Police, Ballia.

Ewart, Inspector: Officiating District Superintendent of Police, Jhansi.

Harkness, Inspector: Officiating District Superintendent of Police, Jalaun.

Laing, District Superintendent of Police, Lalitpur.

Ross Knyvett, District Superintendent of Police, Unao.

Cornelius, Officiating District Superintendent of Police, Bara-Banki.

Clifford, District Superintendent of Police, Sitapur.

Pitcher, Deputy Commissioner, Hardoi.

Denne, District Superintendent of Police, Hardoi.

H. D. Innes, District Superintendent of Police, Kheri.

Woodcock, District Superintendent of Police, Fyzabad.

- Carew, Officiating District Superintendent of Police, Bahraich. Not much. Full depositions of only the more important witnesses are recorded. The accused's statement is embodied in the diary.
- Phillips, Officiating District Superintendent of Police, Gonda. Yes; has increased. Statements of more important witnesses are recorded in duplicate.
- Berrill, District Superintendent of Police, Rae-Bareilly. Clerical work has decreased. Only statements of important witnesses have been recorded, and those only one copy.
- Mumford, District Superintendent of Police, Sultanpur. Says work has increased 10 per cent. Deputy Commissioner says 30 to 35 per cent. Time is wasted by men having to write in two books. All statements are recorded in full and copies made.
- Hodgkinson, District Superintendent of Police, Partabgarh. Has increased. Statements of all witnesses recorded in full and duplicate.
-

Question 49.—Are all reports and diaries concerning cases occurring on Railway lines laid before the Magistrates of districts in which they occur?

- Thomas, District Superintendent of Police, Moradabad. Yes; they are to a certain extent. The Oudh and Rohilkhand Railway is worked, as a rule, by the Railway staff as concerns all police matters, and the work done is bad. Any special case occurring is made over to the District Police. The system is a bad one, and should not exist. All cases taken up by the District Police, which appertain to the Railway, are placed before the Magistrates, but those dealt with by the Railway officials are not.

We work, we may say, in the dark with the Oudh and Rohilkhand Railway Police. It is quite impossible to state what their system is. I am strongly of opinion that they have none.





सत्यमेव जयते

SPECIAL NOTES BY CERTAIN OFFICERS.

Note by Mr. Whiteway, Magistrate, Meerut, on the prospects which should be held out to Police Officers in the Gazetted grades of the Department.

WHEN it has been decided what the prospects are for men entering the Police, it can be settled how they are to be recruited.

Say, it takes four years for a man to learn his work fairly (it can be done more quickly); he would remain at his best for Police work for 12 to 14 years more. After a long spell in district work a Police Officer begins to lose a good deal of his mental vigour and spring. These qualities are as necessary for him as bodily energy; for much of his work is to meet and overcome constantly recurring difficulties of a similar nature. A Policeman has never the satisfaction of looking back on work finished and completed. What prospects are there of a man's obtaining Government employment after 16 to 18 years' service in the Police for the 12 or 14 years necessary to complete his service for pension?

Some men would remain on in the Police in higher grades, and for these there are the Deputy Inspector-Generalships. For others there are required appointments ranging from Rs. 700 to 1,200 a month, for which their previous training would fit them, and which could be appropriated for them without interfering with the rights of other services.

It may be taken that a Policeman's training would fit him excellently for the work of a Magistrate and of the Superintendent of a large jail. The recruitment of Cantonment Magistrates is not now satisfactory. Policemen would do the work excellently, and there could be no better training for cantonment work than this preliminary service in the Police.

Working on these lines, there are now existing—

- 2 Deputy Inspectors-General of Police.
- 1 Special Assistant to the Inspector-General.
- 12 Cantonment Magistrates.
- 6 Superintendents of Central Jails.
- 1 Superintendent of the Government Press.

In all 22 appointments. If the number of Deputy Inspectors-General is increased this will make 23.

Besides these, in the formation of the provincial service, there will be almost certainly required City Magistrates for the chief towns—say, 5 :—

Benares.	Agra.
Lucknow.	Cawnpore.
Allahabad.	

This gives 28 appointments, for which Policemen are by their training well fitted, and they should be sufficient to afford a proper outlet for the seniors of the 70 or 75 officers of the Police Force.

To recruit the grade of District Superintendent of Police, there are three sources open :—

- 1. From the Army.
- 2. From appointments made locally.
- 3. From selections in England.

All three might be employed equally, the selections for the first two being made by the Local Government, and for the third by an examination in England, which should not be purely of a literary character.

Memorandum by Mr. E. B. Alexander, Magistrate of Etawah, on the best method of improving the organization of the Force.

THE improvement of the work in the Police Force seems to me to depend on two things. First, the strengthening of the force numerically to allow of its being *possible* that its work should be really thoroughly and satisfactorily done.

Next, the supervision of the work thoroughly and constantly by really competent men. There is hardly a single branch which is not more or less starved now. We need more Chaukidars, more Constables, more Head Constables and, above all, more Inspectors, and till we get them it is useless to expect one man to do efficiently the work of three.

But even if we do get enough, or nearly enough, men the whole machine will rust and work badly unless we have really efficient supervision in each district.

The subordinate force must always largely consist of men who will either try to shirk work from indolence or to work for their own private advantage *quo cunque modo*.

Unless, therefore, there is a staff of superior officers, really able and willing to keep them up to work, everything must get slack, and the whole work becomes perfunctory or actually harmful.

It seems to me that it is of the very utmost importance that the head of the district force—the District Superintendent of Police—should be a man of the first class in power of administration, in hard work, and in sense of duty. He must also be a man of good physique and not past the time of life when he can bear fatigue and exposure. There are several District Superintendents of Police who come near this standard ; but no one, I think, could venture to assert that the majority do so, and, in my opinion, the first and most fatal flaw in the present system is in the indifference or inefficiency of the officer on whom the whole machinery of the district Police administration ought to turn. Till this is set right no tinkering into details, no grant of a few extra Constables or of slightly increased pay to Chaukidars, will do much good.

Further, there is a most deplorable tendency to move District Superintendents of Police from one district to another, and very often there is an *interregnum* under an Inspector, sometimes lasting a considerable time. There are a few exceptional men—Inspectors—who are qualified to take up the work, but they are very few, and if the Inspector is *not* duly qualified—three months or certainly six months—under him, may undo a year's previous hard work on the part of the District Superintendent of Police.

I think that it is therefore necessary to make some arrangement whereby the office of District Superintendent of Police can be filled by men of a certain standard (of course there will always be individual failures, however good the class may as a whole be) ; and the only way I can see of securing this is to insist that the District Superintendent of Police shall always be either a Covenanted Civilian of not less than five and not more than 15 years' service, or a Staff Corps Military Officer, who should in such case be allowed to retire after 20 years, and be obliged to retire after 25 (unless he had become a Deputy Inspector-General). Military officers should, I think, join first as Assistant District Superintendents as soon as possible after joining the Staff Corps and before they are 25 years of age.

I think that after five years as an Assistant Collector or Joint Magistrate, a Covenanted Civilian, if of the right physical qualifications, would make a very good District Superintendent of Police, and that there would be no hardship in requiring him to hold the post for five years certain. The second five years I would make optional ; but if commenced it should be completed. After he has done this second five years, the officer would probably get a district permanently as Magistrate and Collector, and I think his training as District Superintendent of Police would not disqualify him for the work, as in his first five years he would have picked up the elements of revenue work, and his work as District Superintendent of Police would bring him so much into contact with the people that he would not lose this knowledge, but probably extend it.

There would of course be considerable expense in the change, but I believe it would be money well spent.

Note by Mr. Hamblin, Officiating Magistrate of Cawnpore, on certain points connected with Police reform.

(1). On the general unpopularity of service in the Police.

The assumption is that service in the Police is unpopular, and the general reason advanced for this is that the pay is low. It is considered that the results of the Police Commission will reform this. But I consider there is another and still more important reason, and that is the way in which the Police Force is treated by its own superior officers and by Courts. How can you expect the members of a Police Force to have in general estimation that "izzat" which is so dear to the native, when its members are treated absolutely without consideration. A man is treated as deserving of no belief, and having no character, and then it is asked why is service unpopular? Alter the method of treatment, and then service will become popular. It will be of little use to raise pay without improving the treatment. It will be of little use either to raise pay if the increase is all swept away by new schemes of improving the appearance of the Police at the expense of the Police themselves, by putting them into expensive new uniforms.

Recognize the fact that a man is not necessarily a bad Police Officer because he is unable to detect the perpetrator of some particular crime, and that it is highly injudicious to issue general orders that special crimes must be worked out without being absolutely certain that it is possible to honestly comply with the order. Such orders, given without knowledge of the special feature of the particular cases, though understood to show zeal, do harm as leading to the conclusion that the working out, or not working out, of cases is a matter dependent entirely on the will of the Investigating Officer; and there is to my mind not the slightest doubt that this view is completely wrong. The tone of the Police Force has, in my opinion, been grievously damaged by the readiness to admit suspicions of all sorts with regard to the way in which the Police do their work: this is the real reason of the "badnami" of the Police. A man is unwilling to enter a force in which he has to run the risk of losing his character without anything specific being proved against him.

Whenever a Policeman has to investigate an important case, he has to take into account the fact that the easiest way in many cases for the defence to conduct their answer to his charge is to allege against him improper practices of some sort or other in the inquiry, so as to destroy, in the opinion of the Court, the value of his inquiry. This means that he has to take into account the probability in every important case of losing his means of gaining his livelihood; for, as we all know, cases of false evidence being given in Court are by no means confined to the side of the prosecution. In no other branch of the Government service is he exposed, in the ordinary course of his duty, to such risks.

(2). On the proposal to introduce a system of written reports to check the practice of refusing reports and under-stating stolen property.

Why should it be considered that the Police under-state in their reports the amount of the property stolen? The reason given is that their credit with their superior officers may not suffer owing to their having to show in their statements thefts of large values not worked out. Admitting that this is the case, would not the natural simple remedy be the application of a more intelligent method of testing the value of a Police Officer's work than that of examining the values of property stolen and unrecovered? Would not a more intelligent method of gauging the value of a Policeman's work be by going over his cases and seeing the actual way in which he has set to work? Is it not that instead of doing this the lazy plan has been adopted of simply lumping up together the cases and giving an opinion on the totals? Of course the easiest form of criticism is that Rs. 25,000 worth of property has been stolen in a particular Police circle, of which only Rs. 1,000 worth have been recovered: the conclusion is so easy that the work done is very bad. I deny altogether the truth of this conclusion, and consider such a method of treatment of work as demoralizing to the Police. It is most unfair to say the work is bad in this way without going into the circumstances and ascertaining with regard to what proportion it would have been possible for the best Police Officer to have

recovered the property. I deny altogether the view that a case can always be worked out ; this is not the experience of the world in general, leaving India out of the question. The judging on the lump principle is one that pre-supposes the possibility in each case of the case being worked out, and, as I have said, I do not consider it possible for the view to be really held that this can be done. Granted, then, that this practice exists, the real remedy is, I submit, the adoption of more intelligent forms of criticism of Police work.

I do not see the advisability of the adoption of the suggestion that reports of thefts of property should be made in writing ; the fact is completely overlooked, that in order for the Police under-statement to be successfully carried out, the Police must understand that the complainant has no intention of applying directly to the Court. I do not believe many Policemen would be found so stupid as to under-state the value of stolen property if they had the slightest idea that the complainant was intending to present in, or forward to Court, a petition about his loss. Granted that the habit is common of under-stating, any one at present who cares to make certain of having his value of loss correctly known can accomplish this by a petition sent to or presented in Court, what advantage would there be in prescribing another formality for those who report at the Police Station ? What safeguard is there that the unscrupulous Police Officer, who wrongly under-states, would hesitate to procure a false entry also in the desired written report ?

Supplementary Note by Captain T. J. Ryves, Assistant Inspector-General, Railway.

THERE are a few matters that have not been touched in the questions, and that I consider I ought to bring to notice.

1. *The housing of Police Officers and men at Thanas.*—With the increase of pay the officers and men should be given comfortable quarters for themselves and their families. The standard plan of building now adopted is intensely disliked by all. They are buildings the men are not used to, there are no proper cooking sheds and no accommodation at all for the wives and children of the officers or men. These buildings cost a lot of money. For the same amount or less a comfortable plan of kachha building should be made out and adopted. Only the Police Office, Malkhana and Havalat need be pakka. Zemindárs and other well-to-do people in a village have kachha buildings that last for years, cost far less, and are more suitable in every way for natives of the country. The want of married quarters is very much felt. Officers have to go to the expense of keeping up two establishments as they cannot have their families with them ; they are discontented and uncomfortable, and in many cases form intimacies with women in their circles, which ultimately lead to their ruin. I have known several promising officers go to the bad in this way.

2. *The constant transfer of Inspectors and Officers in charge of Stations.*—Of late years this is noticeable in all districts. Inspectors barely get to know the thanas in their circles when they find themselves in orders for transfer. The Station Officers are constantly changed from station to station. Without local knowledge it is impossible for an officer to show good work. A good deal of the failure noticed is due to the constant changes made. It is a most serious matter, I think, and should be put a stop to.

3. *The abolition of the system of patrolling the country by Constables.*—The Police Committee of 1863 abolished this system—*vide* their report, para. 18—and it was a very great mistake doing so. Each thana circle was told off into beats containing from 40 to 60 villages each, and two to three Constables were told off to them. Any work that had to be done was done by the Constables in their own particular beats. When they had no special duty to perform they were sent out on walks of observation. Every Constable was expected and did know every village, Zemindárs and Chaukidars, liquor shops and their frequenters, bad characters and released convicts, by sight, in fact, all matters that a Policeman should know. Constables only go out now if they happen to have a process to serve or order to execute. Many villages are never visited, and the Station Officer

has entirely lost touch in his circle. These Constables collected a vast amount of information that was useful to the Police Officer. They know nothing now. In the last year or two the matter has been revived to a certain extent ; but I should like to see a renewal of the old order. Mr. Court, the Inspector-General of Police, wrote strongly on the subject, and I would recommend a perusal of paras. 3 to 31 of his letter No. 641, dated the 12th August, 1863.

General Note by Mr. Irwin, Magistrate, Shahjahanpur.

I WOULD beg leave to add a few remarks not suggested by any of the printed questions.

1. I have long been of opinion that our Criminal Courts, Criminal Procedure and Jail system are as much in need of reform as the Police.

2. Apart from deficiencies in the *personnel* of our Criminal Courts, the weakest point in our judicial system seems to be the double trial which, in these provinces, has to be gone through before a man can be convicted of any of the more serious offences, and the waste of labour and time, and the frequent miscarriages of justice involved. It should be the chief object to secure that trial should follow as speedily as possible on the offence, both because witnesses are more able and because they are more likely to be willing to speak the truth a few days after the facts to which they depose have happened than after the lapse of weeks or months. Even an educated witness could generally speak more positively of incidents which occurred a week ago than of similar incidents which occurred a month or six weeks ago. The memory becomes blurred and uncertain from lapse of time. Still more is this the case with an uneducated witness. Secondly, every day that elapses gives fresh opportunity to the accused or his friends to tamper with or intimidate the witnesses for the prosecution. I believe that scores of dangerous criminals escape in this way every year, much to the encouragement of the others.

3. Deputy Commissioners in Oudh and other Non-Regulation Provinces have powers under Section 34, Criminal Procedure Code, which put them in a much stronger position for keeping down crime than is occupied by a N.-W. Provinces Magistrate.

4. Major Pitcher in Hardoi has shown what can be done, even with the present unreformed Police, in extirpating crime in a notoriously heavy criminal district, by a Deputy Commissioner who systematically lays himself out to work Section 34.

5. A Magistrate in most N.-W. Provinces districts has not the time, even if he had the power, to do likewise, his revenue work being so much heavier than it is in Oudh.

6. If he could be relieved of the greater part of his revenue and miscellaneous work by an experienced Senior Assistant, and given powers under Section 34, Criminal Procedure Code, I believe the best results would follow. Or if a Judicial Assistant in each district were given similar powers, and allowed to pass sentences up to seven years, subject to confirmation by the District Magistrate, whose authority would thus be maintained, the result would probably be equally good.

7. Speedy, untechnical, commonsense justice and adequate sentences for serious crime and habitual criminals are what is wanted.

8. The Police, after all, however good they may be, can only bring grist to the judicial mills ; they cannot compel the Magistrates and Sessions Judges to grind it ; and under our present arrangements a very large proportion of notoriously guilty persons escape.

9. The great defect of our Jails is, as a rule, the deficiency of solitary cells. I would have nearly all first offences punished by short terms of solitary confinement. Sentences of one, two, three months of ordinary imprisonment are responsible for many an habitual criminal, who, if he had spent 7, 10 or 14 days in a solitary cell, would have had no opportunity of being demoralized by the company of criminals worse than himself, and of acquiring a taste for prison-life. All sentences of more than two years' duration should, I consider, be spent at Port Blair or some other Penal Settlement. Long terms of ordinary imprisonment turn a man into a beast.



सत्यमेव जयते

LIST OF OFFICIAL AND NON-OFFICIAL GENTLEMEN IN THE NORTH-WESTERN PROVINCES AND OUDH, WHO HAVE
BEEN NAMED TO GIVE EVIDENCE BEFORE THE POLICE COMMITTEE.

Division.	District.	No.	Name of witness.	If official enter official designation.	If non-official enter address and designation.	REMARKS.
MEERUT	MEERUT	1	M. Safdar Husain	Inspector of Police	...	...
		2	Hafiz Hamid Husain	...	Honorary Magistrate	...
		3	** Babu Pahlad Singh	...	Vakil and Secretary, Meerut Association	...
		4	Babu Dungar Mal	...	Vakil	...
		5	* G. A. Webbe, Esq.	...	Zamindar, Baraut	...
		6	* Muhammad Ahmad Husain	...	Vakil, Civil Court, Ghaziabad.	...
		7	** Syed Jawad Husain	Govt. Pleader, Meerut Dist. ...	...	...
		8	Mr. Piary Lal	...	Barrister-at-Law	...
		9	Maulvi Abdul Wahab	...	Retired District Superintendent of Police, Ichouli Post-Office, Khara Bazar, Meerut.	...
MEERUT	DEHRA DUN	1	Raja Ranbir Singh	...	...	...

Has refused to answer the Committee's questions.

Has sent no replies.

[illegible]

MEERUT	...	MUZAFFARGARH	4	Lala Nathi Mal	...	...	...	...	Khurja	...
			5	*Thakur Ram Parshad Singh	...	...	...	...	Pleader, Bulandshahr	...
			1	M. Nageshar Parshad	...	Deputy Collector	...	...	...	...
			2	Mir Nisar Ali	...	...	...	...	Sambhalhera, Tahsil Jausath (Retired Extra Asst. Commissioner, Punjab)	...
			3	*Syed Zahid Husain Khan Bahadur	...	Deputy Collector	...	...	...	...
			4	*Chandhri Ghasiram	...	...	...	...	Jat of Maulahera	...
			5	*M. Asghar Ali Khan	...	...	...	...	Jausath	...
MEERUT	...	ALIGARH	6	*L. Nihal Chand	...	...	...	...	Muzaffarnagar	...
			7	M. Misri Lal	...	Deputy Collector (formerly Inspector of Police.)	...	...	...	...
			1	*M. Kundan Lal	...	Inspector of Police, Aligarh	...	...	...	...
			2	*Thakur Kalyan Singh	...	...	...	...	Vakil	...
			3	Khan Bahadur Maulvi Muhammad Karim	...	Deputy Collector	...	...	...	...
			4	Syed Khurshaid Ali Khan,	...	Tahsildar, Sinkandra Rao	...	...	...	...
			5	L. Gobardhan Das	...	Court Inspector	...	...	...	...

AGRA

... AGRA

6	H. J. Smith, Esq.	...	...	...	...	Indigo Planter of Burlah	...	Says he has no time to write answers.
7	Munshi Dhiruj Lal	...	...	...	...	Hony. Magistrate	...	
8	The Hon'ble Maulvi Sir Syed Ahmad, Khan Bahadur, K.C.S.I.	...	...	...	...	Aligarh	...	Says he has no leisure and knows nothing of the subject.
1	Otto Weylandt, Esq.	...	...	...	...	...	...	Says he can't answer the questions.
2	J. A. G. Gilmour, Esq.	...	...	...	...	Agra	...	Has sent no replies.
3	P. Ball, Esq.	...	...	...	...	...	...	Do, do.
4	Thakur Umrao Singh	...	...	...	...	Kotla	...	
5	Rai Bahadur, Sah Mohan Lal	...	...	...	...	Semri	...	
6	Munshi Ameenuddin	...	...	...	...	Pleader, Agra	...	
7	Munshi Jhandu Lal	...	...	...	...	Kagarole	...	
8	Khan Bahadur Maulvi Muhd. Mohsin Zulqadr	...	Deputy Collector	...	...	...	...
9	*Syed Ali Jan Khan Bahadur	...	City Kotwal, Agra	...	...	...	...
10	*Niranjan Lal	...	Court Inspector of Police, Agra	...	...	...	...
11	*Mirza Asghar Ali Beg	...	...	...	...	Honorary Magistrate and Pensioned Patrol	...	

12	*Mirza Vicar Ali Beg	...	...	...	...	Pensioned Deputy Collector and Honorary Magistrate ...	Sent no replies.
13	*Maulvi Fariduddin	...	...	...	...	Municipal Commissioner	...
14	*Munshi Ganga Prashad	...	...	...	...	Honorary Magistrate	Do. do.
15	*M. Gendhan Lal	...	...	...	...	Vakil	...
16	*M. Juggun Prashad	...	...	...	...	Vakil	...
17	*M. Sakkan Lal	...	...	...	...	Vakil, Government Pleader	...
18	*Raja Lachman Singh	...	...	...	...	Retired Deputy Collector	...
19	*B. Ramnath Chatterji, M.A.,	...	...	...	...	Professor, Agra College	Sent no replies.
20	*B. Jamna Das Biswas	...	...	...	...	Pleader and Editor of the Nazimi, Agra.	...
21	*Seth Bhukhum Chand	...	...	...	...	Banker, Agra	Sent no replies.
22	Mr. Bramall	...	...	...	...	Dist. Traffic Supdt., E. I. Railway, Tundla.	Has answered railway questions only.
1	Sardar Hardhan Singh	...	...	...	Deputy Magistrate, (for many years an Inspector of Police)	...	...
2	Chaube Ram Das	...	...	...	...	Honorary Magistrate, Manager of Seth Lachman Das, C. I. E.	...
3	*Rae Mandha Lal	...	...	...	...	...	...

AGRA

MUTTRA

										Honorary Magistrate	
AGRA	...	MAINPURI	...	*Rae Seeta Ram	...	...	...	...	...	...	...
				*Seth Mangi Lal	...	...	...	...	...	...	...
				*M. Ulfat Rae	...	...	...	...	...	Vakil	...
				*S. Ikram Husain	...	...	...	...	...	Mukhtar	...
				*L. Bhekari Das	...	...	...	...	...	Zamindar of Khera	...
				*Chaube Deo Kishn	...	...	...	...	...	Mainpuri	...
				*Rae Bahadur D h o n k u l Prashad	...	...	...	...	...	Retired Sub-Judge, Oudh, and Hony. Magistrate	Sent no replies.
				*L. Dinanath Khattri	...	...	...	...	...	Sheakoabad	...
				Abdul Majid Khan	...	Inspector of Police	...	...	...	...	No precis ready.
AGRA	...	ETAWAH	...	Haji Muhammad Muntaz Ali Khan	...	...	...	...	...	Hony. Magistrate, Etawah	...
				Mir Ghulam Abbas	...	...	...	...	...	Do. do.	Sent no replies.
				Chaudhuri Darshan Singh	...	...	...	...	...	Auraiya	...
				*Brij Kishore	...	...	...	...	...	Etawah	...
				Munshi Ahmad Ali Khan	...	Tahsildar of Etawah	...	...	...	...	...
				Tewari Kali Shankar	...	...	...	...	...	Zamindari of Kudarkote and member, District Board.	...

AGRA	...	ETAH	...	1	J. Maxwell, Esq.	...	...	...	...	...	Indigo Planter of Garhi	...	Has no time to answer.
				2	Allen Gardiner, Esq.	...	...	...	...	...	Maurta in the Soron circle	...	Returned the questions because they were not addressed to Lord Gardiner.
				3	Raja Shankar Singh Bahadur	...	...	...	...	...	Kasganj, Hony. Magistrate	...	Has sent no replies.
				4	Raja Baldeo Singh	...	...	...	...	...	Awah	...	
				5	Chaudhri Nurullah Khan	...	...	...	...	...	Sahawar	...	
				6	Rai Oudh Narain	...	...	...	...	...	Sakeet	...	
				7	Munshi Het Ram	...	...	...	...	...	Patiali, (retired Deputy Collector)	...	
				8	Saiyid Dawar Ali	...	...	...	...	...	Mahrera, (retired Tahsildar)	...	
				9	Munshi Dwarka Parshad	...	...	...	...	...	Patiali, (retired Deputy Collector)	...	
				10	Chaudhri Malkan Singh	...	...	...	...	...	Sarote	...	
				11	*T. Kheri Singh	...	...	...	...	...	Tikata	...	
				12	*Sheikh Ali Ahmed	...	...	...	...	...	Mahrera	...	
				13	*L. Chujmal Das	...	...	...	...	...	Vakil	...	
AGRA	...	FARUKHABAD	...	1	*Babu Durga Prashad	...	...	...	...	...	Hony. Magistrate	...	
ROHILKHUND	...	SHAHJEHANPUR	...	1	Thakur Narain Singh	...	...	...	...	...	Honorary Magistrate of Parour, Tahsil Jelalabad.	...	

ROHILKHUND ... BIJNOR

2	Pandit Ajudhia Prashad ...	...	...	...	Indalpur, Tahsil Pawayan, retired Dy. Collector.
3	H. Finch, Esq.	...	...	...	Meona, Tahsil Tilhar, Indigo Planter and special Magistrate
4	Munshi Ghulam Husain ...	...	...	...	Shahjehanpur, retired Dy. Collector
5	Pandit Badri Datt	...	Offg. Deputy Magistrate	...	...
6	M. Bukhtawar Singh	...	...	...	Editor of the "Arya Darpan" ...
7	S. Taffazul Husain	...	Tahsildar of Tilhar	...	...
1	T. Partab Singh	...	Inspector of Police	...	...
2	Muhammad Abdul Samad...	...	Tahsildar of Nagina, late Inspector of Police	...	...
3	Thakur Jaggannath Singh ...	...	Tahsildar	...	...
4	Munshi Muhammad Amir ...	...	Manager, Court of Wards	...	...
5	M. Umrao Ali	...	Court Inspector	...	...
6	Rajah Shiam Singh	...	...	...	Tajpur, (late of the statutory Civil Service) Honorary Magistrate
7	Soti Harbans Lal	...	...	...	Bijnor
8	Chandhri Anup Singh	...	...	...	Nibtaur
9	Mir Al-i-Ali	...	...	...	Nagina, Honorary Magistrate

ROHILKHUND ...	MORADABAD ...	10	Chaudhri Basant Singh	...	...	...	...	Seohara	...	...
		1	Raja Kishen Kumar	...	...	...	...	Honorary Magistrate, Saispur	...	...
		2	Kazi Ibrar Ahmad	...	...	...	...	Landholder and Honorary Magistrate	...	...
		3	Chaudhri Dhian Singh	...	...	...	...	Kanth, Landholder and Honorary Magistrate	...	...
		4	Maulvi Abdul Rab	...	...	...	...	Pleader, Honorary Magistrate and Seey., Moradabad Municipality	...	...
		5	Maulvi Fazl Azim	...	...	Deputy Collector	...	...	...	...
		6	Maulvi Nizam-ud-din	...	...	Deputy Collector	...	...	...	...
		7	** Munshi Sayyid Ali Has-sani	...	...	...	...	Member of the Council of Regency, Rampur	...	...
		8	*Syad Wahid Ali	...	...	...	...	Kandurki	...	...
		9	*Chaudhri Kulian Singh	...	...	...	...	Kamalpur	...	...
ROHILKHUND ..	PILIBHIT	1	*Sheikh Abdul Rahim	...	...	...	...	Vice-President, M. C.	...	...
ROHILKHUND ..	BAREILLY	1	*Hari Kishn	...	...	Inspector of Police, Bareilly	...	...	...	...
		2	Babu Prianath	...	...	...	...	Pleader	...	...
		3	Munshi Permanund	...	...	...	...	Retired Dy. Collector	...	...
		4	Lalla Baldeo Pershad	...	...	...	...	Pleader	...	...

5	Lalla Baldeo Sahai	...	...	...	...	Pleader	...
6	Nawab Abdul Aziz Khan	...	...	...	...	Pleader	...
7	Babu Sheo Prashad	...	...	...	...	Zamindar, Nawabgunj	...
8	Thakur Bilas Singh	...	...	...	...	Zamindar, Faridpur	...
9	M. Wilayat Ali Khan	...	...	...	...	Zamindar, Aonla	...
10	Jamna Din	...	...	...	...	Zamindar, Faridpur	...
11	Thakur Shib Singh	...	...	...	...	Zamindar, Faridpur	...
12	*Raja Jey Kishen Das, C.S.I.,	...	...	...	...	...	...
13	*Munshi Ashfik Husein	...	...	...	...	Retired Dy. Collector	...
14	*Bishn Lal Rahzad, M.A.	...	...	...	...	Pleader	...
15	*Damodur Das	...	...	...	...	Honorary Magistrate	...
16	*Sunder Lal	...	...	...	...	Pensioned Court Inspector	...
17	*Pandit Ram Narain	...	...	...	...	Bacilly College	...
18	Munshi Tajamul Husein	...	...	...	...	Hony. Magistrate & Secy., M.C.	...
19	*M. Yacoob Ali	...	...	...	...	Pensioned Inspector of Schools and late Sessions Judge, Bhopal.	...

Has sent no replies.

ROHILKHUND ...	...	Sirdar Teja Singh	...	Tahsildar of Aonla	...	...	...
BUDAON	...	Munshi Abdul Ghafur	...	Tahsildar of Bhartna	...	...	...
ALLAHABAD ...	...	*W. M. Colvin, Esq.	...	...	...	Barrister-at-Law	Has sent no replies.
	2	*The Hon'ble Pt. Ajudhia Nath	...	...	...	Pleader and Member of the Legislative Council, N.-W. P. and Oudh	...
	3	*Maulvi Farriduddin	...	...	...	Of Kara, retired Sub-Judge ...	Has sent no replies.
	4	Munshi Binda Prashad	...	Court Inspector, Allahabad...	...	...	...
	5	Munshi Kulyan Singh	...	Kotwal, Allahabad City	...	...	...
	6	Sirdar Ganpat Rai	...	Deputy Magistrate	...	...	...
	7	Pandit Kedar Nath	...	Deputy Magistrate	...	...	...
	8	Lala Bhairo Dial	...	Inspector, Railway Police	...	...	...
	9	Babu Jadu Nath Haldar, Rai Bahadur	...	Inspector, Railway Police	...	...	...
	10	Lala Jagat Narain	...	...	...	Honorary Magistrate	...
	11	B. Mahabir Pershad Narain Singh	...	...	...	Talukdar, Baraon	...
	12	Lala Ram Charan Das	...	...	...	Honorary Magistrate	...
	13	Muhammad Hadi	...	...	...	Mukhtiar and Zamindar	...

ALLAHABAD	...	ALLAHABAD	...	14	The Hon'ble T. Conlan	...	...	...	...	Member of the Legislative Council, N.-W.P. & Oudh	...	Has sent no replies.
				15	Raja Sir Dinkar Rao, K.C.S.I.,	...	...	...	...	Late Prime Minister of the Gwalior State	...	
				16	**Muhammad Akbar Husein	...	...	...	...	Zamindar, mauza Sihonda, par-gana Chail, Allahabad District	...	
				17	**Babu Najendronath Kar	...	...	...	...	Superintendent, Manda Estates	...	
				18	*Babu Triloknath Ghose	...	...	...	...	Pleader	...	
				19	Capt. F. C. Chapman	...	...	...	...	Baiti, District Pertabgarh	...	
				20	G. P. Gartlan, Esq.	...	...	...	...	Manager, Palmer Trust Estates, Resident of the Rae Bareli District	...	Has sent no replies.
				21	Munshi Manni Lal	...	...	...	...	Pensioned Tahsildar	...	
ALLAHABAD	...	CAWNPORE	...	1	**Babu Poorun Chandra Dutt	...	...	Court Inspector	...	...	...
				2	*Muhammad Ali Khan	...	...	Inspector of Police	...	...	...
				3	*Pandit Pirthi Nath	...	...	...	...	Vakil and Municipal Commissioner, Cawnpore	...	Has sent no answer.
				4	*Pandit Hirdey Narain	...	...	...	...	Vakil	...	
				5	**Munshi Sukhadavambita alias Lala Nunhay Mall,	...	...	...	...	Cawnpore	...	
				6	**M. Harnam Singh Varma,	...	...	...	...	Editor, Cawnpore Gazette	...	

7	**Pt. M. P. Tiwari	...	...	...	Municipal Commissioner, Cawnpore	...
8	**B. Ganga Dyal	...	...	...	Pleader	...
9	**B. Janki Nath	...	...	...	Pleader	Has sent no answers.
10	**Chhedi Lal	...	...	...	Cawnpore	...
11	**Ganga Parshad	...	...	...	Member, Municipal Board	...
12	Chaube Sidari Lal	...	...	...	Honorary Magistrate and landholder	Has sent no answers.
13	Misir Siddh Gopal	...	...	...	Pleader, Honorary Magistrate & Municipal Commissioner	...
14	Sheikh Altaf Husein Khan Bahadur	...	...	...	Honorary Magistrate and Municipal Commissioner	...
15	Sheikh Mansur Ali	...	...	...	Honorary Magistrate	...
16	Lala Ajudhia Parshad	...	...	...	Do. and Banker	...
1	Moulvi Muhammed Kaim Ali Khan	...	...	...	Honorary Magistrate, Sarai-kheta, Tahsil Kutahan	...
2	C. Nickles, Esq.	...	...	...	Honorary Magistrate and Indigo Planter, Passema, Tahsil Kerakot	...
3	W. F. Legge, Esq.	...	...	...	Indigo Planter, Bhatawa, Tahsil Jaunpur	No answers sent.
4	Thakur Madho Singh, Rai Bahadur	...	...	...	Honorary Magistrate, Bashratpur, Tahsil Jaunpur	...

ALLAHABAD ... JAUNPUR ...

BENARES	...	BENARES	...	1	Babu Ram Kali Chaudhri...	...	...	...	Pensioned Sub-Judge, and Chairman, City Bench of Honorary Magistrates ...	...	No answers sent.
				2	D. Tresham, Esq.	...	...	...	Indigo Planter and Officiating Secretary, Benares Municipality	...	
				3	T. Nickles, Esq.	...	...	...	Indigo Planter	...	Ditto.
				4	Babu Madho Das	...	...	...	Banker, Zamindar & Honorary Magistrate	...	Ditto.
				5	Thakurai Jadu Nath Singh,	...	...	...	Zamindar, Sukuldiha	...	
				6	Mirza Rahmatulla Beg	...	...	...	Pleader and Member of Municipal and District Boards and also Zamindar	...	
				7	*Babu Bireswar Mitter	...	...	...	Pleader	...	
				8	**C. L. Moteshi	...	...	...	Secretary, Kashi Sujun Somaj, Benares	...	
BENARES	...	GHAZIPUR	...	1	Munshi Vindeyeswari Prashad	...	...	Deputy Magistrate	...	...
				2	Munshi Srimohan Lal	...	...	Revenue Superintendent	...	...
				3	G. Fox, Esq.	...	...	...	Indigo Planter of Gahnar	...	No answer sent.
				4	Babu Bholanath Rai, B. A.,	...	...	...	Zamindar, Pleader, Municipal Secy. and Vice-Chairman, District Board	...	
				5	Maulvi Abdus Samad	...	...	...	Honorary Magistrate, Pleader and Vice-Chairman, Municipal Board	...	
BENARES	...	BASTI	...	1	E. J. Churcher, Esq.	...	...	...	Honorary Magistrate	...	No answers sent.
				2	W. C. Peppe, Esq.	...	...	...	Zamindar of Bridpur	...	Ditto.

BENARES	...	MIRZAPUR	...	3	B. Shuhrat Singh	...	...	...	Honorary Magistrate, Chanda- pur	...	No answers sent.
				1	B. Howard, Esq.	...	...	...	Indigo Planter and Carpet and Stone Agent	...	Ditto.
				2	E. Hill, Esq.	...	...	...	Kamaria Factory, Indigo Plan- ter	...	
				3	J. Fraser, Esq.	...	...	...	Kachwa Factory, Indigo Plan- ter	...	No replies received.
				4	Munshi Aziz-ud-din Ahmad,	...	Deputy Magistrate	...	...	...
				5	Munshi Husain Ali	...	...	...	Honorary Magistrate	...	
				6	Babu Beni Prashad	...	...	...	Honorary Magistrate	...	
				7	*Abdul Rahman Khan	...	Inspector of Police	...	...	...
				8	**Madho Prashad	...	...	...	Secy. "Deshhit Karni Sabha," Mirzapur.	...	
BENARES	...	GORAKHPUR	...	1	H. Meyer, Esq.	...	...	...	Bala (Chapra)	...	
				2	S. G. Read, Esq.	...	...	...	Gorakhpur	...	
				3	G. Buskin, Esq.	...	...	...	Planter, Kihunia, Tahsil Deoria,	...	No answers.
				4	J. Tulloch, Esq.	...	...	...	Planter, Bela Harrya	...	
				5	Rae Durga Parshad Bahadur	...	...	...	Hony. Magistrate, Gorakhpur,	...	
				6	M. Safdar Husain Khan	...	...	...	Gorakhpur (retired Sub-Judge.)	...	

7	M. Husain Ali Beg	...	...	...	...	Gorakhpur (retired Inspector.)	...
8	M. Harihar Datt	...	...	Government Pleader, Gorakhpur	...	...	...
9	M. Majib-ul-la	...	...	...	...	Vakil, Gorakhpur	...
10	M. Sarju Parshad	...	...	...	...	Mukhtar, Gorakhpur	...
11	B. Tikori Singh	...	...	...	...	Zamindar, Siswa	...
12	Janki Parshad Tiwari	...	...	...	...	Zamindar, Khairati	...
13	Bindachal Dube	...	...	...	...	Zamindar, Mithabel	...
14	* P. Ramautar Pande, c.s., (statutory)	...	...	Joint-Magistrate	...	...	...
15	*Sheikh Muhammad	...	...	Inspector, Police	...	...	...
16	* J. H. Bridgman, Esq.	...	...	...	...	Honorary Magistrate	No answers.
1	*Rao Gobind Ram, Bahadur, Marwari	...	...	...	...	Chirgaon	...
2	*Karamat Husen	...	...	...	...	Supt. of Bhaoni	...
3	A. Willes, Esq.	...	...	...	...	Actg. Traffic Manager, I. M. Ry.	Answered only railway questions.
1	Jitwar Singh	...	...	...	...	Kukargaon	...
2	Bhawani Pathak	...	...	...	...	Orai	...

JHANSI

JHANSI

JHANSI

JALAUN

8	E. Chamier, Esq.	...	...	...	...	Barrister-at-Law	...
9	N. Paliologus, Esq.	...	...	...	...	Ditto	No replies.
10	Chas. A. B. Oliver, Esq.	...	...	...	...	Secy., Municipal Board	...
11	Babu Sheo Prasad	...	...	...	...	Hony. Magistrate	...
12	Shah Gobardhan Das	...	...	...	...	Honorary Magistrate	...
13	Mirza Mehdi Ali Khan	...	...	...	...	Ditto ditto	...
14	Rai Murli Manohar	...	...	...	...	Ditto ditto	...
15	Pandit Sri Kishun	...	...	...	...	Ditto ditto	...
16	Chaudhri Nusrat Ali	...	...	...	...	Ditto ditto	...
17	Babu Sri Ram	...	...	...	...	Municipal Commissioner	No replies.
18	M. Athar Ali	...	...	...	...	Ditto ditto	...
19	Babu Hargobind Dyal	...	...	...	...	...	...
20	J. Perdrian, Esq.	...	...	...	...	Pensioned Apothecary	...
21	Edulji	...	...	...	...	Merchant	No replies.
22	*Ali Muhammad Khan	...	...	...	...	Presdt., Anjuman Mohamdi, Lucknow	...

SITAPUR	...	SITAPUR	...	4	**Munshi Syud Muhammad Husain Aghlab	...	...	...	...	Resident of Mohan, district Unao, editor of the Akbar Kohinoor Lahore ...	...	Late Inspector of Police N.-W. P.
SITAPUR	...	SITAPUR	...	1	Raja Amir Hassan Khan	...	...	...	...	Talukdar of Mahmudabad ...	...
				1	Haji Muhammad Husain	...	...	...	...	Honorary Magistrate and Member of Municipal Committee, Shahabad, Talukdar of Para Karayan, Member of the District Board and owner of villages in the N.-W. P. as well as in Oudh.	...	
				2	Thakur Ganga Bux	...	...	...	...		...
				3	Colonel J. Tulloch, B. S. C., (Retired)	...	...	...	...	Indigo Planter, Oodharunpur ...	...	Has not answered.
				4	Lala Amar Nath	...	...	...	...	Talukdar of Thamarwa, Honorary Magistrate ...	...
				5	Wazir Singh, Rais	...	...	...	...	Madhogunge ...	...
				6	Syed Mazhur Ali	...	...	...	...	Honorary Magistrate and Secretary Sandila Municipality,	...	
				7	Pandit Ram Narain	...	...	...	...	Pleader and land owner ...	...
				8	Babu Ram Singh	...	Offg. Deputy Collector	...	...	...	...
				9	Pandit Manik Lal, Joshi	...	Tahsildar	...	...	...	...	Has not answered.
				10	Lala Maya Pergash	...	Tahsildar	...	...	...	...	Has not answered.
				11	Syed Ali Bahadur	...	Tahsildar	...	...	...	...
				12	**Shiu Sahaie, B. A.	...	...	...	...	Pleader, High Court	...	
				13	Pandit Gopal Ram	...	Deputy Collector	...	...	...	...

SITAPUR	...	KHERI	...	14	Syed Wasi Haidar	...	...	...	Talukdar and Hony. Magte. ...	...
	...		...	1	Kunwar Kampta Parshad ...	...	Tahsildar of Lakhimpur	...	...	Has sent no answers.
				2	** Moreton, Esq.	...	...	...	Pleader, Lakhimpur (for some time an Inspector of Police),	
				3	* C. R. Shaw	...	Confidential papers	...	Major General (retired)	...
FYZABAD	...			1	Babu Raghunandan	...	...	...	Retired Sub-Inspector of Police,	
				2	Sheikh Abdul Razzaq	...	...	...	Retired Sub-Inspector of Police,	
				3	Syed Gaddu Husain	...	...	...	Muafidar, Bhudarsa	...
				4	Chaudhri Makhdum Bux ...	...	...	...	Lambardar, Rownahi	...
				5	M. Bhagwan Dial	...	...	...	Lambardar, Rownahi	...
				6	Mir Rahat Husain	...	...	...	...	...
				7	Chaudhri Mohamad Nasir ...	...	...	...	Lambardar, Sakrauli	...
				8	Babu Gokul Chand	...	...	...	Vice-Chairman, Municipal Board, Pleader.	
				9	Pandit Ram Pershad	...	...	...	Member Municipal Board	...
				10	Pandit Radha Kishn	...	...	...	...	...
FYZABAD	...	GONDA	...	1	** Munshi Ghous Muhammad Khan	...	...	...	Pleader, Gonda	...
				2	Mirza Irfan Ali Beg	...	Deputy Collector	...	...	...

RAE BARELI ...	RAE BARELI ...	1	Munshi Muhammad Muhsin, Khan Bahadur ...	Deputy Magistrate who has acted as such in this district since 1874	...	...	...
		2	Munshi Abdul Karim ...	Tahsildar, risen from the rank of Constable and has been in the district since 1878.	...	...	...
		3	Rana Sir Shankar Bukhsh, K. C. I. E. ...	...	...	Talukdar, Honorary Magistrate and formerly Member of the Legislative Council of India.	...
		4	Raja Jagmohan Singh ...	...	...	Talukdar and Honorary Magistrate	...
		5	Babu Bhagwan Bakhsh ...	...	...	Karinda of the Talukdar of Simri, said to be about the most intelligent and active of the Members of the District Board.	...
RAE BARELI ...	PARTABGARH...	1	Raja Rampal Singh ...	...	...	Talukdar of Dharupur	...
		2	Rai Madho Parsbad ...	...	...	Talukdar of Adharganj	...
RAE BARELI ...	SULTANPUR ...	1	A. M. Kenyon, Esq. ...	...	...	Indigo Planter, Musafirkhana,	No replies sent.
		2	Raja Rudr Partab Shah ...	...	...	Talukdar of Dera & Hony. Magistrate	Do. do.
		3	Raja Muhammad Ali Khan, ...	...	...	Hasanpur, Honorary Magistrate	...
		4	Babu Jaggan Nath Bukhsh Singh ...	...	...	Talukdar of Walipur	...
		5	Lala Parsotum Das ...	...	...	Banker of Hassanpur	Has not answered.
		6	Munshi Elahi Bux ...	...	...	Manager of Court of Wards, Kurwar	...
		7	Babu Baldeo Sahai ...	...	...	Sultanpur (retired Tahsildar),	...

*Witnesses who have been nominated by the Committee.

**Witnesses who have themselves volunteered to give evidence.

SUMMARY OF ANSWERS
BY
WITNESSES OTHER THAN DISTRICT OFFICERS
AND
DISTRICT SUPERINTENDENTS IN REPLY TO PART I.
OF THE
QUESTIONS FRAMED BY THE POLICE COMMITTEE.

Summary of answers to questions 1, 2, 3.

Out of 251 witnesses only 3 have expressed a decided opinion that appointments to the grades of Head Constable, Sub-Inspector, and Inspector should be made entirely by promotion from the ranks. In fourteen instances opinions have been recorded in favor of promotion from the ranks as the general rule, the reason in most cases being the need of experience to carry on Police work. All, however, seem to be doubtful whether competent men could be obtained under this system. The remaining witnesses one and all advocate a substantial proportion of direct appointments to the upper grades. Forty-six of the number recommend a separation, more or less complete, of the officers from the men. All agree that it would not be advisable to bar promotions from the lower grades completely, but in most instances consider that promotion from the ranks should be made, above the rank of Head Constable, in exceptional cases only. It is urged very strongly that men of good family and position, and fair education are required in the Police, and that such will not join as constables. Witnesses are pretty nearly unanimous in saying that the present rank and file of the Police Force contains few men fit for promotion. The reluctance of men of good social standing to join the lower grades of the force is variously attributed to—

- (1) Low pay.
- (2) Having to associate with, and be commanded by, men of inferior caste and position.
- (3) Bad treatment at the hands of the superior officers.

With reference to the selection of candidates for Police employ, the bulk of the witnesses would leave it in the hands of the District authorities, stipulating that all nominees should be of good family, position, character, and physique. Suggestions regarding the method of selection are given by very few. Some would select from schools on the recommendation of the school-masters, others would depend on the certificates of Raises, Government officers and members of Municipal and District Boards, while one or two suggest that committees should be formed for the purpose.

A small minority of the witnesses are of opinion that there would be no lack of suitable candidates if the age for entering the force were raised to 25 or even 35 years, the pay increased and promotions of Inspectors to Deputy Magistracies allowed. They also suggest—(1) separation of castes ;

Method of recruitment of officers.

Note.— See statement of officers fit to hold charge of thanas. Also statement of educational qualifications of present staff and statement of education in the force from 1871 to 1890.

Mode of selection of candidates.

(2) permission to serve in the districts in which their homes are situate ; (3) grant of free passes to men going on leave ; and (4) better treatment by their superior officers : as measures likely to induce a better class of men to take service in the ranks.

System of appointment.

With regard to the system of appointing to the upper grades, more than one-third of the witnesses (80 out of 233) would maintain the present rules as they stand.

Inspectors.

In the case of Inspectors those who have given opinions are generally in favor of leaving appointments to this rank, as now, in the hands of the Inspector-General of Police. Some few (29 in all) add the sanction of the Local Government in order to improve the position of the Inspectors, putting them more on a level with Assistant District Superintendents.

Sub-Inspectors.

Seventy-four of the witnesses are in favor of placing Sub-Inspectors on a provincial list, putting direct appointments into the hands of the Inspector-General on the nomination of the District authorities. While 36 would leave the power entirely in the hands of the Magistrate. One or two suggest appointments by competitive examination, the remainder would maintain the Commissioner in his present position as the sanctioning authority.

Head Constables.

A vast majority of the witnesses—more than two-thirds—consider that the appointment of Head Constables should remain in the hands of the District Magistrate. The others are divided, some giving the power to the District Superintendent, others suggesting that the Commissioner or Inspector-General should be made responsible.

Summary of answers to question 4.

Recruitment of Constables.

Two hundred and thirty-six witnesses have given replies to this question. All are of opinion that low castes, in which are included criminal classes, the castes with whom association is considered a degradation, and all menial classes, should be rigorously excluded from the force. Some few would also exclude Bunyas, Kayeths and Bengalis, but the majority make no objection to a slight admixture of these classes. Brahmins are said to be unfitted for the Civil Police, as they are lazy, domineering and given to intrigue.

The castes from whom recruitment is chiefly recommended are :—

Among Muhammadans—Sheikhs, Syads, Moghuls, and Pathans.

„ Hindus—Jats, Rajputs, Chattris, Ahirs, Thakurs, and Brahmins, (for the armed branch only).

„ Foreigners—Sikhs, Panjabi-Muhammadans, Gurkhas, and other hill men.

Many consider that the enquiries into the characters and antecedents of the recruits should be much closer than they now are. Some also suggest that every man enlisted should be required to furnish a certificate of

character from well-known landholders as well as security to some amount for the due performance of his duties.

Among other suggestions may be noted—

- (1) That more literate men be enlisted.
- (2) That the age limit should be raised to 24 or 25.
- (3) That the proportion of Hindus and Muhammadans in the force should be regulated by the proportion of the same classes in the population.
- (4) That enlistment for the civil and armed branches should be kept entirely separate.
- (5) That good municipal and village watchmen should be drafted into the force.
- (6) That recruits should be allowed to serve in the districts in which they reside.
- (7) That villagers rather than residents of cities should be, as far as possible, enlisted.

*See statement of education 1871-1890.

All these have their supporters.

Summary of answers to questions 5 and 6.

More than half the witnesses who have replied to these questions (140 out of 246) are strongly opposed to any recognized educational test being prescribed as a necessary qualification for admission into the investigating staff.

Educational qualifications to be required of investigating officers.

They would as a rule lay down that a fair working knowledge of Urdu and Hindi coupled with a respectable position and a good character and physique should be sufficient qualifications. These equal—they would give preference to candidates who have passed recognized educational tests, especially those which involve a knowledge of English. Beyond this they advocate no hard and fast rule, though many of them hold that all appointments to these grades should be probationary, the period varying from 6 months to 2 years.

Of the witnesses who would prescribe recognized educational tests the greater number consider that candidates for direct appointments to Inspectorships should either be graduates of some University or have passed at least the Entrance Examination. For Sub-Inspectorships they would prescribe the Anglo-Vernacular Middle Class Examination, and for the post of Head Constable the Vernacular Middle Class test. A good many however of those who are advocates for educational tests would relax the rule in favor of cadets of good family.

Practically both parties are agreed that the qualities essential to a good Police officer are :—

- (1) Character and physique.
- (2) Family and position.

(3) Education.

The points on which they disagree are :—

- (1) Whether family should be considered before education or *vice versa* ; and (2) the amount of education required ;

While all alike lay considerable stress on the necessity for having these posts filled by men of good family and position, the majority undoubtedly hold that this is more essential than a very advanced education. A most distinct preference is shown for men of average intelligence and ordinary acquirements who are at the same time gentlemen by birth over men of superior attainments but inferior social standing. The educational party assert that all the better qualities of mind are fostered and increased by a liberal Western education, while the opposite and more numerous party argue that caste pride and family traditions are more likely to keep a man straight than all the education in the world. Their argument may be summed up in the words "noblesse oblige." They urge also that excess of education is calculated to undermine the physical powers which are indispensable to a Police officer.

Though the evidence discloses the fact that the native public on the whole object strongly to any hard and fast line of educational qualification for admission into the Police ; at the same time opinions are quite as strong in favor of intellectual tests after admission and prior to confirmation. The methods advocated are by departmental examinations or by passing candidates through a training school, the latter plan coupled with a probationary period of training finds most advocates, and the subjects in which instruction should be imparted are generally put down as Law (Criminal and Police) English, Hindi and plan-drawing. Even after confirmation in their appointments many witnesses think that officers should be obliged to pass a departmental examination for every step in promotion.

Physical qualifications to be required of investigating officers.

Turning to the question of physical qualifications two-thirds of the witnesses are in favor of doing away entirely with the present rule of standards of height and chest measurements so far as investigating officers are concerned. They would all keep them for the rank and file of the Civil Police, and for both officers and men in the armed branch. They argue that stature is not necessary in an investigating officer. What is required is they say, energy, activity, pluck, and intelligence and these are as often, some say oftener, found in comparatively small men. The advocates of standards assert that a commanding presence is necessary to make a good officer. Both parties agree that all candidates must be required to undergo a careful medical examination before enlistment.

The other suggestions under this head are, that candidates should be required to pass in riding and fencing, and that the age of admission should be raised to 25 years as in other departments.

Summary of answers to question 7.

Salaries of constables.

The evidence on this point discloses a very strong feeling that the present pay of the Police Constable is insufficient. Close on 90 per cent.

(212 out of 246 witnesses) consider that it should be increased. The opinions given may be thus classified :—

17	would raise the lowest grade to Rs. 10 per mensem.
2	do. do. do. 9 „ „
75	do. do. do. 8 „ „
118	do. do. do. 7 „ „

While 36 would maintain present rates but would do away with deductions on account of clothing.

Some few witnesses consider that the pay should be differentiated and the literate recruit be enlisted at a higher rate of pay than the illiterate.

The main arguments in favor of increasing present rates are :—

Firstly.—That the increase in prices of all food grains has made it impossible for a man to live on less than Rs. 5 to 6 per mensem.

Secondly.—That the market value of unskilled labour is 3 annas *per diem* or close on Rs. 6 per mensem.

Thirdly.—The impossibility of obtaining a proper stamp of recruit owing to the pay being lower than that offered in the native army.

On the other hand it is urged that for illiterate constables, especially at out-stations, it is unnecessary to increase the pay of the lowest grade much— if at all—beyond the market value of unskilled labour, and that if the pay is raised to Rs. 7 it will interfere with recruiting for the native army.

Salaries of investigating officers.

Summary of answers to question 8.

Out of 244 witnesses examined 110 consider the lowest pay of an investigating officer should be Rs. 30 or more. Opinions range from Rs. 30 to 100 thus :—

67	suggest	...	Rs. 30	}
3	„	...	„ 35	
14	„	...	„ 43	
17	„	...	„ 50	
3	„	...	„ 60	
1	„	...	„ 70	
5	„	...	„ 100	

129 would fix the limit at Rs. 25 or less thus :—

74	would fix	...	Rs. 25	}
39	„	...	„ 20	
11	„	...	„ 15	
5	„	...	„ 10	

All those who fix the lowest pay at less than Rs. 25 and many who suggest Rs. 25 as the lowest pay add a proviso to the effect that officers of the lowest grade should be allowed to enquire into petty cases only, and that enquiries into all serious crime should be entrusted to no one below the rank of Sub-Inspector, *i. e.*, on less than Rs. 30 per mensem.

Five witnesses would have no hard and fast rule regarding pay, but think that only trivial cases should be entrusted to Head Constables, and that in all serious cases Sub-Inspectors or Inspectors should be employed.

Summary of answers to question 9.

Rules regarding Police investigations into reports of cognizable crime.

This question has elicited a very curious medley of opinions. Out of over two hundred witnesses examined only four think that the Police should investigate all reported cases of cognizable crime, be they ever so trivial or hopeless of discovery. The reason these men give for adopting this view is, that if the Police are allowed a discretion in cases up to a certain limit, they will be tempted to record serious cases as trivial to avoid the trouble of an investigation.

Every other witness without exception would, in cases concerning property, lay down some limit below which investigation by the Police should in some way or other be restricted either partially or entirely.

Roughly speaking about one-third of the witnesses consider the present limit, thefts up to Rs. 10, and attempts at burglary, sufficient if attended to. They are however unanimous in asserting that the present rule is not followed, but that the Police, to show their energy and improve their returns, take up all petty cases in which they think they can secure conviction even when there is no necessity for their doing so, and in direct opposition to the wishes of the complainant.

The remaining two-thirds of the witnesses would alter the present rule in various ways. Almost all would include burglaries without loss in the category of offences in which Police investigation should not ordinarily be made. Many would extend the limit to cases both of theft and burglary in which the property reported to have been stolen is valued at Rs. 10, 20 or even 50. Some recognize the fact that what is a serious loss to a poor man may be nothing to a rich one, and would therefore fix the limit at a lower sum for the former than the latter. While a by no means inappreciable number would make investigations by the Police into all cases against property, whatever might be the amount of loss, entirely dependent on the wish of the complainant.

Among other suggestions may be noticed the following:—

(1) A proposal advocated by several witnesses that petty thefts especially thefts of standing grain or fruit from trees be made entirely non-cognizable, and the complainant on making his report be referred for his remedy to the Court. These cases should, it is argued, be classed as mischief not theft.

(2) That the Police should not be allowed to enquire into cases involving questions of proprietary right.

(3) That compoundable offences such as criminal trespass, Section 447, house trespass, Section 448, wrongful restraint, Section 341, wrongful confinement, Section 342, should be made non-cognizable.

(4) That in all cases against property, if the accused is a well-known resident, the Police should be instructed to take bail.

(5) That petty cases should be made over to village punchayats, zemindars, or headmen of villages to decide, and that the Police should not interfere at all.

The main reason advanced for the necessity of placing all these checks on Police action is the extreme vexation, annoyance, and actual loss caused to the people by Police visitations. It is roundly asserted that the people would rather put up with their first loss, than undergo the vexations and harassments of a Police enquiry. The mere fact that an investigation must follow on a report is, it is said, a futile source of concealment of crime.

In this connection the abolition of returns as a means of testing individual work, and the adoption of written reports of crime, and written requests for investigation, are measures advocated by not a few. The alleged objects of these checks are to stop the Police taking up petty cases merely to improve their returns, and to prevent garbled versions of first reports of crime, to check the system, which is said to be very prevalent, of understating the value of stolen property, and to make sure that the Police in undertaking enquiries act in accordance with the wishes of the complainant.

In addition to these checks a large number of witnesses would have stringent rules issued regarding the duration of local investigations. They allege that much of the annoyance caused by Police enquiries would be obviated if the Police were not allowed to remain on the spot more than two to three days, or in very serious cases, a week at the outside.

Perhaps the most noteworthy feature of the evidence on this point is the utter absence of appreciation, on the part of nearly all the witnesses of the fact that, if Police work is to be of any use, some discretion must be allowed to investigating officers with regard to the cases in which enquiry should be made. Almost all the witnesses absolutely ignore this view and suggest restrictions rather to counteract the inefficiency than to increase the efficiency of the force. *A glimmering of this truth* may be discovered in the replies of a few witnesses only who propose that whatever other restrictions are imposed, the investigating Police should at least have a free hand with regard to enquiries into thefts of ornaments from children, cattle theft, and cases in which habituals or members of the criminal classes are concerned.

Summary of answers to question 10.

Out of 240 witnesses examined :

146 Are against any extension of the period of 24 hours allowed under Section 61, Criminal Procedure Code, for the detention of the accused by the Police after arrest.

Period of detention
of accused per-
sons, Section 61,
Act X. of 1882.

8 Would reduce the period to 6, 12 or 18 hours.

7 Suggest that the Police should be allowed, except in the most heinous offences, to arrest the accused and hold him to bail pending the result of their enquiry.

The remainder (79) all recommend extension in various ways and for varying periods :—

43	Would extend to 48 hours	} in all cases.
10	„ to 72 hours	
3	„ to 96 hours	
and 2	„ to a week	

9 Suggest retention of the present period in petty cases and extension to 48 hours in more serious cases.

9 Would enact a proviso to the present law to the effect that when a remand is sought the accused need not be sent to the Magistrate, this is practically extending the period of detention indefinitely

2 Are of opinion that the period should be extended, but specify no limit of time.

While 1 would leave the question entirely to the discretion of the investigating officer.

The advocates for reduction of the period give two reasons in support of their view. The first is that the power of the Police should be curtailed rather than increased, and the second that shortening the period would tend to stop Police oppression.

Those who would retain the present law consider that any extension would tend rather to increase abuses, and cause more complaints, than to stop the present practice of illegal detention.

The reasons given in favor of extension are :—

(1) That the present limit is not sufficient to allow of enquiries being completed.

(2) That the period now fixed affords a direct encouragement to fabrication of false evidence, as a prisoner once sent up for a remand, the Police are obliged to find evidence to support the charge.

And (3) that by extending the period illegal detentions, with their attendant abuses, will be put a stop to.

Those of this last class, however, consider that the use by the Police of their increased power should be most carefully watched, and that investigating officers should be required to explain to the satisfaction of the Courts any detention for over 24 hours, or take the responsibility.

Summary of answers to question 11.

An analysis of the replies to this question shows that out of 227 witnesses examined :

Power of District
Superintendents
with regard to
Police enquiries.

156 Would give all three powers to District Superintendents.

24 Would give none.

46 Would give some and not others. Of this last class.

3 Would give 1 and not 2 and 3.

6 Would give 2 and not 1 and 3.

8 Would give 3 and not 1 and 2.

8 Would give 1 and 2 and not 3.

6 Would give 1 and 3 and not 2.

And 23 would give 2 and 3 and not 1.

The votes against giving these powers may therefore be thus summarised :—

54 Against empowering District Superintendents to discharge witnesses who are in their opinion unnecessary.

34 Against empowering District Superintendents to apply for remands.

And 41 against giving District Superintendents power to discharge on bond accused persons, against whom the evidence does not appear sufficient.

The reasons given in favor of giving District Superintendents of Police all these powers are first, that District Superintendents cannot have less power than their subordinates, the officers in charge of Police stations, see Section 550, Criminal Procedure Code.

And secondly, that the Magistrate should be entirely dissociated from all Police enquiries, this reason is given by one witness only.

Several witnesses however remark with reference to (1) that the names of discharged witnesses should remain on the record to allow of their being summoned by the Court should it be found necessary, others again consider that if remands are obtained the accused should always be admitted to bail.

The only reason assigned by the witnesses who are against giving District Superintendents any of these powers is that these officers are as a class in the hands of their subordinates, and that consequently the powers would be abused.

The opposition to entrusting District Superintendents with power to discharge witnesses, is based on the supposition that they would invariably use this power to get rid of witnesses who appeared likely to spoil the case, *e.g.*, those whose evidence was likely to be in any way

favorable to the defence, or who seemed inclined to state anything contrary to what the Police had entered in the diary, or had tutored them to say. It is also pointed out that witnesses for the prosecution once discharged cannot be re-summoned without being put to extra trouble and expense.

Summary of answers to question 12.

The employment of
a separate detec-
tive force.

Out of 218 witnesses 140 are in favor of a separate detective force of one kind or another, while 78 negative the proposal entirely.

From among the first class 119 witnesses consider that a small picked body of officers and men should be set apart in each district for the special work of detection. Ten would have one or two selected officers in each district specially deputed to detect and check the misdeeds of the Regular Police. These men have evidently misunderstood the meaning of the question. Eleven witnesses are of opinion that a few picked men, chiefly constables, should be attached to each Police station as detectives.

We have thus 130 witnesses who, having understood the purport of this question, are in favor of a separate detective agency. Of these only 99 express any views on the latter portion of the question. Their suggestions may be thus classified :—

- 54 Would keep the men on the same pay as the Regular Police but give rewards for success.
- 20 Advocate a higher scale of pay only.
- 6 Would give both higher pay and rewards for success.

While 6 propose detectives should get no pay at all, but should look entirely to rewards as a recompense for their labours.

The witnesses who are against setting apart any special detective force are almost to a man in favor of employing men specially selected from the regular force for the investigation and detection of cases of special interest and importance, or of professional crime. They would also grant liberal rewards for success in such cases. These views, except that they are somewhat broader, do not differ materially from those expressed by the 54 witnesses above alluded to.

The practical outcome is therefore that the major portion of the evidence points to the introduction of some scheme which would allow of the selection of officers of detective ability from the ranks of the Regular Police for the investigation and detection of special crime.

Only one-fourth of the witnesses speak in support of a completely separate detective force, either on higher grades of pay, or paid entirely by the results of this work; many of these hold that one at least of the duties of this force should be to act as a check on the action of the Regular Police.

The following are the principal arguments advanced against the organization of a separate detective force :—

- (1) That the proper material for such a force is not obtainable, and that there must be considerable improvement in the personnel of the Police before such an experiment could be tried.
- (2) That the detectives would only abuse their power, and that complaints of oppression would be even more numerous than they now are.
- (3) That the experiment has already been tried in Bombay and has not proved a success.

Summary of answers to question 13.

With regard to the system of rewards now in force about half the witnesses consider the present rules require no alteration. The remainder offer various suggestions. System of rewards.

Many contend that rewards should be given more freely, others that they should be bestowed, especially on Police and choukidars, more openly and with more ceremony, while some complain that the delays in their receipt do away with all the benefit of the system. An increase in the authority of the District Magistrate to grant rewards also finds many advocates.

There is on the other hand a fair sprinkling of opinions in favor of curtailing the grant of rewards especially to the Police. Some would reward only where courage and activity is shown, while others deprecate the system altogether, on the ground that more especially in gambling and excise cases, the grant of rewards leads to the fabrication of evidence.

Amongst other suggestions may be noticed :—

1. That cash rewards be given to the public and informers only, the Police being rewarded in the subordinate grades by good conduct stripes and allowances, and in the upper grades by promotion and the grant of medals, clasps, and titles.

2. That the Police be prevented from asking complainants for rewards, and also from keeping back the rewards due to informers. In this last connection it is suggested that informers should be allowed to apply direct to the Magistrates for rewards, so as to avoid Police tyranny, and also the publicity entailed by applying through the investigating officer.

It may also be noted that one witness most earnestly advocated the grant of liberal rewards to all who would supply information concerning Police malpractices.

Summary of answers to questions 14, 15 and 16.

About 220 witnesses have expressed opinions on the points raised in these questions.

Though the replies are numerically somewhat fewer than those received on other matters such as organisation, pay, etc., yet the evidence is much more voluminous, and the witnesses have gone into much greater detail than on any other point of this enquiry. They appear to have thought, and perhaps rightly, that the subject was one on which depended the whole question of Police reform.

A perusal of the evidence shows that the mass of native public opinion is most decidedly against the Police. In only five replies is there even an indication that in the opinion of the witnesses any general improvement in the practices or methods of working of the force has taken place since it was first organised.

- (1) Bareilly, witness No. 14, writes:—"The Police have improved somewhat of late years."
- (2) Kheri, witness No. 2. There is not so much oppression as formerly.
- (3) Jaunpur, witness No. 4. The Police are not so bad as formerly.
- (4) Jhansi, witness No. 1. Considers that the Police are better than they were. As education spreads the people become less afraid of them.
- (5) Ghazipur, witness No. 3. Has no experience of any extensive system of malpractices carried on by the station Police. They have much less their own way than formerly. Their honesty is no greater, but their opportunities are fewer.

Many witnesses consider that malpractices of the graver sort have diminished owing partly to better supervision, and the consequent greater risk of detection, partly to the growth of public opinion, and partly to the strong view taken by the Courts with regard to confessions. As regards general improvement however the above extracts contain all that has been said in favor of the Police.

On the other hand all through the evidence such expressions as the following will be found :—

There has been no improvement of late years.

The Police were much better before Act V. of 1861.

The Police are full of tricks and subterfuges.

Worse than ever they were.

Police failure is due to incapacity.

Indifferent and careless.

Never saw an honest man in the Police.

Police bribery and corruption are notorious.

Police guilty of malpractices in all cases.

Oppression practised in 75 per cent. of investigations.

90 per cent. of Police cases fabricated.

75 per cent. of Police cases false.

Almost all cattle theft cases of late years have been Police fabrications.

Matters were not so bad when the Oudh Police was military, 50 per cent. were bad then, 80 per cent. are now.

One witness (Allahabad 19) advances the curious theory that Police malpractices tend to keep down crime. He says he never knew of a case in which the Police did not take money, but thinks the action prevents crime as the people know that if crime occurs they will certainly have to meet this charge and they consequently keep a sharp look out to prevent (conceal) offences.

Even the officers of the Department do not escape. District Superintendents are said frequently to be incompetent, and one or two instances are mentioned in which they are believed even to have been corrupt. One witness believes that they conceal the malpractices of their subordinates to save the honor of the Department. Another says that the Police of all grades are uncivil, immoral, inefficient, and corrupt.

Holding such views it is scarcely surprising to find that the remedies suggested by many of the witnesses are such as would completely cripple the power and destroy the efficiency of the Police. Many would have village punchayats appointed to supervise all Police investigations. Others again recommend the appointment of committees in each district composed of members of District and Municipal Boards, landholders, pensioned Police officers, etc., to watch the Police and report their evil doings. Some would maintain a separate detective force for the same purpose. One witness would allow no policeman to remain in one place more than a year that he might not get mixed up in local intrigues and obtain a power in the place which he was sure to misuse. Another advocates the restriction of the Police power of arrest without a warrant to only the most serious cases such as murder, dacoities, etc. While a third is of opinion that if the Police are to be kept in order all members of the force charged with offences should be considered guilty till their innocence is proved.

The charges against the Police are manifold and varied. They may most conveniently be classified under three main heads.

- (1) Offences against the Criminal Law.
- (2) Abuses or misuses of power or authority.
- (3) General charges of tyranny, corruption, and oppression—
 - (a) As regards the public.
 - (b) Toward their own departmental subordinates.

All the criminal charges formulated against the Police may be brought under fabrication, extortion, or bribery in one form or another. Every witness who has gone into details has charged the Police with some if not all of these offences. The large majority consider fabrication in some shape or other to be the practice to which the Police are chiefly addicted, while they assert that what is bribery in other departments takes the form of extortion in the Police. This latter view has been gravely put forward as one of the chief reasons for the disrepute in which the force is held. It is freely and openly asserted that according to the custom of the country services rendered are always paid for in all departments, but while in other departments the services rendered in return for a bribe do not in the majority of cases affect the interests of others, it is rare, such is the nature of Police work, for a policeman to obtain a gratification for doing any action which will not be detrimental to the interests of, and consequently bring him into collision with some one.

Fabrications are said to be of three kinds :—

(1) Fabrication of cases; (2) fabrication of false evidence; (3) framing incorrect diaries and reports.

The class of cases which is most often fabricated is said to be that of receiving stolen property in the eastern districts and stolen cattle in the western. False charges of other crimes are, it is said, very seldom attempted. The reason is alleged to be that cases of receiving are the easiest to make up. It is simple enough to put property into a man's house or to tie a bullock in his shed, but to concoct evidence of his having been concerned in a burglary, a robbery, or a dacoity is a more difficult matter and a course more likely to end in detection and punishment. The motives which induce the Police to commit this class of offence are put down as first dishonesty, they are said to be either bribed by complainants to send up false charges against their enemies or they get them up *suo motu* to extort money ; secondly gratification of private malice to rid themselves of their enemies, or thirdly self-glorification to show their energy and improve their returns of work done. This latter motive is said to be by far the most active.

In the same way false evidence is said to be very commonly fabricated by the Police for the purpose in some instances of strengthening what they consider a weak case and thereby securing a conviction ; in others of weakening a strong case and so obtaining the acquittal of the prisoner with whom they are in league. Here again the motives alleged are the same. In the former case desire to obtain good returns, in the latter dishonesty. The framing of false diaries and first reports of crime is also said to be a device commonly resorted to. Sometimes reports are omitted altogether from the daily diaries to show how active the station officer has been in the prevention of crime. In other cases entirely false reports are entered to bring up the average of reported crime to what is supposed to be its proper standard.

First reports are said to be altered in various ways and for various motives. Many complaints are made of station officers altering reports of cognisable crime to bring them under non-cognisable sections of the Code,

and understating the value of property reported to have been stolen so as to avoid the trouble of making investigations. Cases have also been mentioned in which the facts are reported to have been entirely distorted and names of suspected persons other than those mentioned by the complainants entered. The motive in these instances is alleged to have been either to screen the criminals or to extort money. The falsification of special diaries is said to be resorted to from the same motives, and also to secure convictions by forcing people, under threat of prosecutions for perjury, to give evidence in accordance with the statements entered in the diaries and which they are said to have made before the investigating officer. The commonest method employed in transactions of this nature is alleged to be that of writing the evidence actually given on slips and falsifying or adding to these afterwards in writing up the diary. The last practice is alleged to be very prevalent and special remedies have been suggested to check it.

Extortion is, it is alleged, practised with a view either to obtain confessions or bribes. The means employed are variously stated as—

Personal violence.

Wrongful confinement and restraint.

Threats.

Persuasions and promises.

Extortion by personal violence, in other words torture, has, we are assured, on all sides to a great extent died out. This has, it is said, been caused partly by better supervision and partly by the action of the Courts in refusing to accept confessions. Many however declare that there has only been a change of method and that actual bodily violence has but been abandoned in favour of the more, so to speak, refined methods of illegal detention alternated with threats and promises.

Many instances of illegal detention have been brought forward both of complainants, witnesses, and accused persons. Of complainants chiefly to induce them to withdraw their complaints, and so to save trouble to the Police. Of witnesses to induce them to make disclosures or to pay for being let go. Of suspected persons to extort from them confessions whether true or false.

Threats are, the people say, more commonly used to extort money than to obtain confessions. Many complaints have been made of Police threatening to send respectable people up for trial on petty charges, notably under Section 34 of the Police Act, merely in order to extort a price for their forbearance.

Threats of searching people's houses and even their women's quarters for stolen property or concealed arms. Of so manipulating cases of suicide or accidental death as to make them appear murder. Of exhuming bodies or making false charges at inquests, all are noted as favorite devices for extorting money. Indeed the witnesses in many cases go so far as to say that if the payment is not forthcoming the threats are actually carried

into effect. There is a good deal of evidence too tending to show that the Police are much addicted to the habit of extorting money by refusing to record first reports of crime. This may in some cases be done out of a desire to shirk work or to conceal crime, but in many districts a regular tariff for writing reports is said to be in existence, the system has, it is said, attained such dimensions that special remedies are required to put a stop to it. Among other devices to this end may be noticed a curious one which is said to prevail in cities. Here the Police are said to obtain warrants for searching gambling houses—these they hold in terrorism over the heads of the keepers and frequenters of these resorts and so force them to purchase immunity from Police interference by payment of a regular stipend.

Persuasions and promises are said to be used more as a means of obtaining confessions than of extorting money. Many instances have been given of the Police promising to bear accused persons harmless, and by this means, coupled with a little judicious detention, inducing them to confess to crimes which as often as not they have never committed. In some cases especially if money has also passed, these promises are said to have been fulfilled : while in others, in spite of the promises, strenuous efforts have been made to secure convictions; so prevalent is this practice said to be that suggestions have been made that Magistrates should never give an offer of pardon on a confession made at the instigation of the Police. In fact it has been proposed by intelligent witnesses that the whole system of Queen's Evidence should be done away with.

The prevalence of the practice of extorting confessions is said to be almost entirely due to the Police as a body not having sufficient intelligence to detect crime except by this means, at the same time work out cases they must, as the present system of testing Police work leaves them no option but to do this or fall into disgrace. Extortion of money is said to be as a second nature to the Police, the view taken of this practice by the general public, and the reason they assign for it are tersely put by one witness who writes : " Habits acquired by constables on low salaries are not shaken off on promotion."

People are said to give bribes to the Police mainly with a view to securing their assistance in concocting false cases against their enemies, or burking charges brought against themselves or their friends. Professional criminals and gamblers also make over a proportion of their gains, or pay a monthly stipend to the Police to secure their non-interference. These are the chief kinds of bribery mentioned in the evidence. The motive for accepting such can only be the desire for illegal gain which is bred either from low caste or low pay.

It is almost impossible to separate those acts which constitute misuse or abuse of authority from the general charges of tyranny and oppression which have been brought against the force.

Perhaps the only charge that can be placed solely under the former description is that of sending up for trial any ex-convict or bad character who may happen to come to hand when the real perpetrator of an offence cannot be discovered. The practice is due solely to the desire to secure

convictions which is fostered by the present system of testing Police work by averages and percentages.

All the other charges may be classed under either head—the chief of these consist of acts committed during investigations such as searching people's houses without any ground and carrying off property on the pretence that it is suspicious, prolonging enquiries in hope of being paid to go, living the while at the complainant's expense, abusing complainants, and making insinuations against their women folk to induce them to withdraw complaints. To such a pitch have these harassments and annoyances, it is said, reached, that the feelings of the people have found vent in a proverb that the Police *arsu ka gunda hua ata khate* (eat flour kneaded with tears).

Other petty tyrannies mentioned in the evidence are—levying contributions from shop-keepers, taking goods without payment, employing forced labour, riding in *ekkas* and hackney carriages without paying the fare, and being generally overbearing and abusive.

Of departmental iniquities the evidence discloses a regular chain, each grade, if the witnesses are to be believed, appears to prey on the next. It is said not to be unknown for the station officer to find the District Superintendent in supplies while he is camping in his circle, he has to pay the circle Inspector to secure good inspection reports. He has also to keep the District Superintendent's reader and other office hands contented. How it is urged, can a man, with so many calls on him, and a stipend in many instances wholly insufficient to supply his own wants, keep honest, as a matter of fact, they say, he does not. He is the man in the force who has most opportunities and who commits most malpractices. Moreover he too has some perquisites in the shape of fees from *chaukidars* on appointment and in the use of them as his servants *au reste*. Reserve Inspectors are said to be paid by recruits on enlistments and also to pass them in drill, while complainants have to fee Court Inspectors to look after their cases.

Turning now to the remedies suggested we have practical unanimity on this point so far as the following three chief remedies are concerned.

These, it is said on all sides, must be applied if any cure is to be effected. Most witnesses also add that the employment of one or other of these remedies alone would be of little or no benefit, all three must be brought into use. These three suggestions are :—

1. So to improve the pay, position, and prospects of the investigating and supervising staff as to secure the services of a better class of officer.
2. To do away entirely with the present system of testing the work of individual officers by averages and percentages.
3. To have stricter supervision.

There is considerable difference of opinion regarding the method to be employed in applying the third remedy. A good many say by putting in a better class of District Superintendents, the suggestions for attaining this end are various.

Some advocate putting Covenanted Civilians in charge of the District Police, others would borrow from the military for the gazetted grades, while others again would make all Assistant District Superintendents pass through the Inspector grades, and get no promotion till they could read and write Urdu and Hindi. Some say make native gentlemen Assistant District Superintendents, while others would employ none but Europeans, and express a rooted aversion to Eurasians. Other ways suggested for securing better supervision are :—

(1) Investing Tahsildars with powers of Assistant District Superintendents.

(2) Giving more powers to Inspector and making them more responsible.

(3) Putting the Police more directly under the District Magistrate.

(4) More rigidly enforcing the responsibilities of zamindars with regard to crime in their villages, and making them attend and look after Police investigations.

(5) Lending a readier ear to complaints against the Police, and awarding severer punishments for bad, and freer rewards for good, conduct.

Among special remedies directed to special ends may be noticed the following :—

(1) The introduction of written reports of crime and written lists of stolen property.

This is intended to check falsification of first report, understating the value of stolen property ; and taking money for writing reports.

(2) The extension of the 24 hours' rule of detention of accused persons by the Police. This is with a view to checking extortion of confessions and other illegalities.

(3) To make investigations in petty offences against property dependent on the will of the complainant, so as to avoid harassing enquiries in trivial cases.

(4) To make petty thefts and cases of receiving stolen property bailable and all compoundable offences non-cognisable ; in order to check fabrication of cases especially of receiving.

(5) To insist on no person being summoned without a written order (Section 160, C. P. C.) in order to stop illegal detentions of witnesses at investigations.

(6) To start a system of registration of sales of cattle. In order to check fabrication of cattle theft cases.

(7) That rules should be issued limiting the duration of local investigations in all cases. To prevent annoyance at enquiries.

(8) That prosecutions for perjury should not be allowed, on statements alleged to have been made before the Police. To stop the practice of altering statements made at enquiries.

All these suggestions are more or less supported.

Summary of answers to questions 17, 18 and 19.

About two-thirds of the witnesses are in favor of the present system of employing Court Inspectors to conduct prosecutions in Magistrates' Courts, the remainder almost all advocate the employment of pleaders. A few only express indifference as to the system, provided competent prosecutors are retained.

A large number of those who advocate the retention of the present system add the proviso that Court Inspectors should be fully qualified, and would also call in the assistance of pleaders in special cases.

The reasons given in support of these two views may be summed up as follows :—

For the employment of Court Inspectors—

(1) That pleaders would be too costly if the best men were engaged, while inferior pleaders would be worse than even the present staff of Court Inspectors.

(2) That pleaders would take no interest in the work.

(3) That pleaders could not be controlled by the Magistrates.

(4) That there need be no lack of qualified men in the force.

For employing pleaders—

(1) That pleaders would be just as cheap, and so far as the work is concerned, give better results.

(2) That Court Inspectors do not know their work.

(3) That Court Inspectors being members of the force must be prejudiced, and that in order to get a fair trial an unprejudiced pleader must be employed.

(4) That the bar is too strong for Court Inspectors of the present calibre.

The evidence points most clearly and conclusively to the employment of Court Inspectors with higher educational qualifications than those now entertained, and with the help of pleaders as at present in special cases.

Regarding the educational qualifications required for Court Inspectors. Most of the witnesses consider that they should have a good knowledge of English, while all would prescribe an examination in Criminal Law. On the latter point about one-half would lay down the

Question 18.

criminal portion of the Pleaders' Examination as the qualifying test, the remainder are about equally divided between the Mukhtars' Examination and the judicial branch of the departmental examination for Assistant Magistrates and Police officers.

Question 19.

In respect to the rank of the Police officer who should be allowed to conduct prosecutions, opinions are almost unanimous that Sub-Inspectors should be employed on this duty if duly qualified. A certain section of the witnesses are against this alteration, but most of these hold that Court Inspectors should be done away with altogether. Some few on the other hand would extend permission to prosecute even to Head Constables in Magistrates' Courts provided always that they possess the requisite qualifications.

Summary of answers to questions 20 to 25.

(MUNICIPAL POLICE.)

Only about two-thirds of the witnesses have answered these questions at all.

On the subject of organisation there are few who would employ constables as Municipal Police, except in large cities. None favor a mixed force of chaukidars and Regular Police, in fact several have expressed a decided opinion against such a force in which they say the chaukidars have to do all the work. The bulk of the evidence is very strongly in support of a completely separate chaukidari force supervised by the regular city Police. Even in Bareilly and Benares, where the force is composed entirely of Regular Police, several witnesses have expressed an opinion that the old Chaukidari System should be reverted to. The arguments used for employing chaukidars are that they are cheaper and just as efficient as constables. The only point advanced in favor of Regular Police is that they can be changed, but the evidence from Lucknow shows that this is not done.

As regards the material of the force, the evidence shows that owing to the low pay given in many Municipalities, it is impossible to get so good a class of recruit as could be wished. There is practical unanimity of opinion that low caste, criminals and menials should, as far as possible, be excluded from the force. The two first on account of their demoralizing influence. The last-named because they are constantly employed as servants both by the Police and the city Raises.

In the matter of pay the bulk of the evidence is in favor of—

Jemadars	...	...	...	Rs.	8 and 10.
Chaukidars	...	...	...	„	4, 5 and 6.

Hardly any go above or below these limits. The result is a strong body of evidence to the effect that if Municipalities would sanction pay up to an average of Rs. 9 for jemadars and Rs. 5 for chaukidars a respectable and suitable class of men could be obtained for this work.

With respect to the proportion of officers required, the general view is that 1 to 15 is somewhat too low. Opinions oscillate between 1 to 10 and 1 to 12.

The whole body of witnesses without one dissentient voice recommends the provision of quarters for the force, and the allotment of funds for suitable rewards to deserving members thereof.

Summary of answers to questions 26 to 30.

The opinions given in respect to the present organisation of the Act XX. Police are almost identical with those expressed regarding the Municipal Police. Only 120 witnesses have answered the questions at all, and in almost every reply the Town Police is spoken of as an unsatisfactory body of men—consisting chiefly of low castes. The panacea recommended is the enlistment of a better class, but this, it is generally conceded, cannot in many towns be done on the present pay, and any increase in pay must depend on the funds which are available.

The rates of pay which find most advocates are for jemadars Rs. 6, 7 and 8, and for chaukidars Rs. 4 to 5 net.

As regards quarters the bulk of the evidence is in favor of providing them if funds are available. Some few, however, say that they are not needed, that the chaukidars should be allowed to live in their own houses.

The general public seem to take but little interest in this subject.

The answers received left the impression that the witnesses knew little and cared less about the matter.

Summary of answers to questions 31 to 34.

(RURAL POLICE.)

A very large majority of the witnesses are in favor of retaining the present system of nomination and appointment of chaukidars. Very many even of those who consider the influence of the zemindar to be prejudicial to the working of this branch of the force are still of opinion that the existing rules give the district authorities sufficient power to counteract any tendency on the part of the zemindars to nominate unfit candidates. Those who consider that the power of nomination should be taken away from the zemindar would, most of them, place it in the hands of the district authorities. Some few only suggest that the selection should rest with village punchayats.

System of nomination and appointment.

The general opinion seems to be that the majority of zemindars have, more or less, influence over the village watchmen, and that whether that influence is exercised for good or for evil depends entirely on the character and views of the zemindar. As so large a majority are in favor of leaving the power of nomination in the hands of the zemindars, it must naturally be assumed that they consider the zemindar's influence is, as a rule, at all events, exercised for good. No small number however

Influence of the zemindars.

assert that the influence of the zemindars, as a body, has gradually declined as their responsibilities have diminished. Only those, they say, now care to control the appointment of chaukidars who wish to use their nominees, either as their servants, or to further some illegal object—either concealment of, or connivance in crime. This view would seem to point to the use of the zemindars influence mainly for evil. The consequence of this alleged decline in the influence of the zemindar is said to be that the chaukidars, especially in the estates of the large and ever-increasing class of non-resident zemindars, are placed completely at the mercy of the Civil Police who use them as screens to their illegal acts and employ them in all kinds of menial capacities. To this cause many of the witnesses attribute the inferior material of which the Rural Police force is composed.

Malpractices.

The principal malpractices ascribed to the Rural Police are concealment of crime and false reporting. These are variously stated to be committed at the instigation of the zemindars or Police. The Rural Police are also said to be as addicted to bribery and corruption, misuse of authority and neglect of duty as the Regular Police, though without the same power of rendering themselves obnoxious.

The general feeling appears to be that the chaukidar is not responsible for his actions being in most instances the tool either of the zemindar or the Police. Of the former should he be influential and have a motive for exercising his influence. Of the latter should the zemindar be weak or careless.

Remedies.

The chief remedy suggested for this state of affairs is to raise the pay and position of the chaukidar so as to attract a better class of men.

Other suggestions vary according to the views of the witnesses. Some would increase the powers and responsibilities of the zemindars, while others would make the district authorities entirely responsible.

Among minor suggestions for the improvement of the force may be noticed the following :—

1. That chaukidars should not be selected from among the residents of the village. This proposal appears to be designed to break down the influence of the zemindar.
2. That chaukidars should be called upon to furnish security for the performance of their duties.
3. That, as in native states, chaukidars should be held responsible for all petty thefts occurring in their beats.
4. That more severe punishments should be inflicted for proved malpractices.

Co-operation between Civil and Rural Police.

In the answers to question 34 on the subject of co-operation between the Civil and Rural Police the same line of thought is apparent. All the witnesses who consider the chaukidars are under the thumb of the Civil Police naturally declare that the two forces work well together,

while those who hold that the zemindar is paramount, express a contrary opinion. The general impression conveyed by the evidence is that the chaukidar is seldom, if ever, a free agent, and that this is mainly attributable to the fact that the bulk of the force is composed of the menial and quasi criminal classes.

Summary of answers to question 35.

On the question of recruiting for the Rural Police, almost all the witnesses would introduce an element of the better classes into the force, and would exclude menials and members of the criminal classes, also chamárs, as being notoriously afraid of ghosts!

Among special suggestions may be noticed :—

1. That chaukidars should not be residents of the villages in which they are employed.
2. That if residents they should not belong to the predominating class in the village.
3. That physical qualifications should be more rigidly enforced.
4. That antecedents and character should be more strictly enquired into
5. That chaukidars should be given hopes of promotion into the Regular Police.
6. That the nominating landlord should be required to furnish security for the good behaviour of his nominee.

Those who recommend the introduction of the better classes are almost unanimously of opinion that but little can be done in this direction unless the pay of the force is raised.

The reason alleged for the wish to exclude menials is that they are always made private servants of—either by the Police or the zemindars—and are therefore of no use in the performance of their legitimate duties.

While the majority would exclude the quasi criminal classes on the ground that they are always in league with criminals, a by no means inconsiderable minority consider Pasis and the like make the best chaukidars, and urge that it would be most inadvisable to exclude such classes altogether. They argue that to shut off the only means of earning an honest livelihood which these classes possess would be most impolitic, as it would result in throwing on the world a large body of discontented men whose instincts are criminal and who would assuredly lapse into crime.

Summary of answers to questions 36 to 38.

Only 60 witnesses have answered these questions. Of these 52 are very strongly in favor of paying chaukidars in cash, and consider the

jaghir system objectionable for various reasons. Eight witnesses would maintain the jaghir system, but of these four consider that the present jaghirs are insufficient for the chaukidars' maintenance and should be increased. They also add that if the jaghir system is to be maintained the Magistrates must be given power to transfer possession of the land by some summary process.

The arguments used in favor of jaghirs are :—

1. That the chaukidars themselves prefer this method of payment as the land gives occupation to their families.

2. That the system attaches the chaukidar to the village in which he holds a stake.

The objections are :—

1. That jaghirs are insufficient.

2. That under the jaghir system the chaukidar's pay is dependent on the variations of seasons.

3. That jaghirs are difficult to transfer on decease or dismissal of chaukidars.

4. That looking after the cultivation and crops interferes with the performance of a chaukidar's legitimate duties.

5. That the system gives the zemindar too much hold on the chaukidar.

Summary of answers to question 39.

Only 74 witnesses have made any attempt to answer this question. Of these 34 speak in general terms of the criminal tribes of these Provinces, and only two have noted any change for the better.

Among special tribes those marginally noted are generally said to be as criminal in their habits as ever they were, if not worse. The reasons alleged are—(1) that the extension of railways has given them greater facilities for carrying on their depredation in distant parts of the country ; and (2) that the present system of surveillance which consists of keeping them perpetually on the move prevents them from settling down to any honest occupation.

The other tribes which have been noticed are those mentioned in the margin.

With regard to these the general opinion seems to be that though perhaps they may not have improved they have at all events not retrograded. In the Burwars, Aheriahs, and Bauriahs some few witnesses consider there has been a slight improvement, this they attribute to the measures taken by Government for their supervision.

Only two witnesses have suggested any means for reclaiming these tribes. One would employ them as chaukidars, a measure which he says

Sansyas (including
Beryahs and
Gidhyas.)
Kanjars.
Nuts.
Sanauriahs.
Doms.
Haburahs.

Bauriahs.
Aheriahs.
Gujars.
Mewatis.
Burwars.
Dusadhs and Pasirs.

has been tried with some success in the Punjab. The other would distribute them to districts, and locate them near Police stations, on the plan which is now being tried with the Sansyas.

Summary of answers to question 40.

More than half the witnesses who have replied to this question consider that the present system of surveillance over time-expired convicts is not a source of oppression. Some few of these say that surveillance over this class could not be too strict or too harassing, but the majority are of opinion that there can be no oppression, as no surveillance at all is, as a rule, exercised.

By many on the other hand the Police are alleged to exercise such tyranny over this class as to prevent their taking to honest ways. The methods employed by the Police to this end are variously stated. They are said to collect all ex-convicts residing in the neighbourhood whenever a crime is committed and to keep them present all through their enquiries. If the real culprit is not discovered they either send one of the ex-convicts up for trial on false evidence, or they extort money from him by the threat of doing so.

The general impression left by the evidence is that the Police either exercise no surveillance at all, or, if they do, it is in some way or another made an engine of oppression or extortion.

Summary of answers to question 41.

The bulk of the evidence on this subject goes to show that the present system of surveillance over bad characters would be good enough if properly worked. The machinery used for working the system is complained of as well as the way in which the rules are carried out.

Some say the surveillance is oppressive, others that it is not strict enough. The former charge the Police with entering names of men of good repute in the register with the sole object of getting them into their power, and also with making the supervision so stringent and harassing as to force the persons subjected to it into committing crime. The latter class declare that, owing to the Police being generally in league with, or afraid of, criminals, the administration is so slack that surveillance is merely nominal.

As regards the agency employed, the only remedy is said to be in a more judicious and careful selection of Police officers.

For improving the system the suggestions are :—

(1) That bad characters should be entered on the register only under a Magistrate's order.

(2) That the English system of passes, with obligation to report movements under penalties for disobedience, should be adopted.

(3) That the supervision should be stricter and more public.

Some few would increase the zemindars' responsibilities in this direction, or make over the duty to mohulla panchayats. One witness suggests that all bad characters should be shut up at night in walled enclosures and only allowed out on passes !

Summary of answers to question 42.

This question regarding the definition of the term "habitual offender" has elicited very varied opinions. The suggestions which find most supporters are :—

(1) That the present definition which is practically two convictions of serious offences against property should be maintained.

(2) That all persons should be classed as habituals who have been convicted three times or more of any offence.

(3) That the definition should include all those who could be shewn to be habitually living by crime, whether any previous convictions had been recorded against them or not.

The remainder offer various definitions. Some would extend the present definition to all cases against property; others, to all offences of whatever nature. A few would class as habituals all persons who had been several times sent up for trial for the same class of offence whether convicted or not ; while one or two would confine the term to the criminal classes only.

The following modifications of the above definitions have also been suggested.

1. That while ordinary criminals should only be classed as habituals after two or more convictions, members of criminal tribes or classes should be liable to be so classed on first conviction.

2. That the classification, subject to the restrictions contained in the definition adopted, should be left to the discretion of the Magistrate trying the case.

3. That no previous convictions should be taken into account which dated back more than a period of from 3 to 5 years.

Summary of answers to question 43.

Out of 202 witnesses only three have answered this question in the negative, their argument being that if a man is respectable he will tell the truth without regard to consequences. All the rest say that the evidence of respectable witnesses against known bad characters is well nigh unobtainable.

The reasons given for this state of affairs are :—

Firstly.—The fear of consequences. Retaliation in some form or other is, they say, sure to follow. Some give instances of witnesses having been

shoe beaten and even murdered by bad characters against whom they had given evidence.

Secondly.—The reluctance felt by persons of respectability to appear in the criminal courts under any circumstances. This is attributed partly to the apathy inherent in the native character and their dislike to mix themselves up in cases in which they have no direct interest, partly to the idea, which is very prevalent, that it is *infra dig* for a native of standing and position to appear in the criminal courts in any character, and partly to the inconvenience respectable people experience in attending the courts owing to the want of suitable accommodation and the scant consideration with which they are treated both by the Police and presiding officers.

Thirdly.—The uncertainty whether, even on their evidence, the prisoner will be brought to book. A respectable witness is said to be disgraced if his statements are disregarded.

Fourthly.—The light sentences which follow on convictions of shoe-beating or other insults, intended either to deter witnesses from giving evidence or as reprisals, for having done so.

Fifthly.—The protection which is extended to bad characters both by the Police and by so-called respectable zemindars.

Sixthly.—The inability of the Police as at present constituted to control bad characters.

The remedy which find most advocates is that of altering the present law so as to enable Magistrates to bind over bad characters to be of good behaviour on information obtained by private enquiries. The procedure aimed at is that Magistrates should make certain of their grounds by private enquires from respectable witnesses, should take such evidence as is procurable in open court in order to complete the record, and that Appellate Courts should not be allowed to interfere.

Other suggestions are :—

(1) That the witnesses should be protected by the Police and the magistracy.

(2) That bad characters should be bound over to keep the peace in respect of witnesses who give evidence against them.

(3) That enquiries should be made regarding the character of those who come forward as sureties for bad characters.

(4) That legal practitioners, who undertake the defence of known bad characters, should be disrobed.

(5) That severer sentences should be given in cases of shoe-beating and the like.

Some witnesses assert that there is no possible means of overcoming the difficulty, while others consider that the only remedies lie in the spread of education and in the provision of a better class of investigating officers, who will command the confidence of the public.

Summary of answers to question 44.

More than two-thirds of the witnesses are of opinion that the existing provisions of the Criminal Procedure Code for taking security for good behaviour from habitual bad characters are sufficient if properly worked.

Three defects only have been noted. The first is the difficulty of working the system owing to the intricate procedure prescribed by Section 112 sqq, and the technicalities of the case law on the subject. The second, the difficulty of procuring reliable evidence against known bad characters, and the third the enormous power given to the Police, and the way they use it to bully and extort money from innocent people.

The following is a list of the suggestions which have been made for improving, or remedying defects in the present system.

(1) To revert to the old Law as contained in Section 505 and 506 Act X. 1872, so as to bring "persons of notoriously bad livelihood or dangerous character" under the provisions of Section 110, Criminal Procedure Code,

(2) To add—(a) professional bullies ; (b) gamblers ; (c) cheats or swindlers to the list of bad characters liable to the provisions of Section 110, Criminal Procedure Code.

(3) To increase the power of Magistrates under Sections 110 and 123, Criminal Procedure Code, to two or even three years, and those of Judges under the same sections to five years. Some witnesses go so far as to advocate security being taken from habitual bad characters for life.

(4) To introduce the ticket of leave system as in force in England.

(5) To imprison or transport without the option of security in all case in which proof of bad livelihood is obtainable.

(6) To do away with imprisonment altogether, except in the case of vagrants, and to make over bad characters to their friends or relatives, making them responsible for their safe custody.

(7) To allow no appeal from an order of a Magistrate of the first class to find security to be of good behaviour.

One witness even went so far as to propose that all bad characters should be shut up within four walls at night and only allowed out on passes during the day !

Summary of answers to question 45.

The evidence on the subject of surveillance of habitual offenders is about equally divided, one-half consider imprisonment to be the only real preventive of habitual crime ; while the other half would like to see surveillance tried as an alternative.

The advocates of imprisonment argue that nothing less will stop an habitual from committing crime.

Those in favor of surveillance think that habituels might thereby be given a chance of reforming which, under the present system, they have not. Some few also are evidently of opinion that surveillance is more irksome than imprisonment, as they would apply the former only to the more hardened among the habituels.

On the whole the feeling seems to be fairly strong that surveillance, if strict, might be useful more specially as the general opinion seems to be that the worse the bad character the more certain he is of obtaining security, and so escaping imprisonment.

Summary of answers to question 46.

For the identification of habitual criminals three plans have been suggested :—Anthropometry, photography, and branding or tattooing.

One witness proposes that all habituels should be dressed in a special uniform.

With these single exception every one of the witnesses advocate one or other of the above methods, or a combination of two or more.

Roughly speaking 25 per cent. are in favor of marking habituels either by tattooing or branding.

A good many more stated verbally that they considered this system the best that could be devised both as a deterrent from crime and as a means of identification, but did not recommend its adoption as they were afraid the proposal would not be approved.

Some 25 per cent. more are in favor of using photography only, while 50 per cent. would employ both photography and anthropometry combined.

Many express an opinion that photography would be too expensive and would be useless alone. Others consider anthropometry too intricate a process for general adoption.

The general feeling however seems to be that the present system of descriptive rolls is insufficient for the purpose in view, and that photography, if not too expensive, coupled with some simplified anthropometrical descriptive roll, would be the most practicable method of improvement.



सत्यमेव जयते

SELECTED REPLIES BY WITNESSES

OTHER THAN

DISTRICT OFFICERS

AND

DISTRICT SUPERINTENDENTS OF POLICE.

QUESTION 1.—*Would you recommend that appointments to the grades of Inspector, Sub-Inspector, and Head Constable be made direct or by promotion from the lower grades; or partly by one method and partly by the other? If the latter, in what proportion?*

The lines on which appointments and promotions to the grades of Inspector and Sub-Inspector should be made, ought to be differentiated from the method by which Head Constables are created, the latter should invariably pass through the ranks of constables, because their duties must always be limited to work of the same kind, though superior in quality to that exacted from the latter. I will return to the subject hereafter, and confine myself to the upper grades of the subordinate service in respect to this question.

F. W. QUARRY,
Dehra Dun.

The larger proportion of the Inspectors and Sub-Inspectors must be appointed direct, and not by promotion from ordinarily-enlisted constables, because they should be men who are capable of commanding others without friction, and superintending the whole force below them in the absence of what I may call the Commissioned Officers of Police, meaning the District Superintendents and Assistants, such men will not ordinarily enter as constables, are only to be found in families whose social position raises them above the common herd and therefrom acquire the habits of command which, when coupled with the right sort of intelligence and some education, is the thing needed.

But room must be kept for such men when found in the lower ranks, these are persons whose latent good qualities develop late in life, as is sometimes the case, or by the education of actual service, these can never be safely left unpromoted, or their capabilities will find selfish outlets as distinguished from zealous services of Government, and they would also focalize discontent till it becomes a danger where, without such men, there might be merely harmless grumbling on matters easily remedied.

Subject to the provision, *superior place must be found for talented men discovered in the Police ranks*, the grades I am now discussing should be appointed direct.

Head Constables should invariably be men raised from the ranks, that will stimulate enlistment and tend to keep the ranks full, the existing practice of sometimes appointing Head Constables otherwise seems as ill advised as would be the appointment of non-commissioned officers in the Army from outside the men who constitute its rank and file.

Misri Lal, Muzaffar-nagar.

The Police Force should be divided into two classes, namely, (1) Military, and (2) Civil. In the Military Branch promotion should be always made in accordance with the order of seniority in the *long roll*, and no new man should ever be directly appointed to the upper grades. The accounts of the strength, pay, etc., of the employes in the Military Branch should be kept quite distinct from those of the Civil Branch. The Military Police are deserving of every consideration. They are generally strangers and residents of remote places. Though they may try ever so much they cannot, besides their salaries, make any unfair or unlawful gain; nor do they get any opportunity to perform distinguished services, or otherwise show what they are capable of, and thereby obtain rewards. Some Reserve Inspectors are very severe on the men of this branch. Some ten or twelve years ago I ascertained that a certain European Inspector, regardless of the seniority in the *long roll* of Military Police employes used to take two or three months' or even a year's increment to their salaries from each of them on the promise of getting them promoted. He even used to extort small bribes from the constables, Head Constables, and Sub-Inspectors, by holding out threats of extra drill, or of transferring them from one duty to another of a harder nature. This man was also the Inspector of the Police Office at Head Quarters, and had access to the character-books and *long rolls* of all of the subordinates. When he did not wish a man to be promoted he would make a complaint against him to the District Superintendent of Police, and get a bad entry recorded in his character-book, so that when the man's turn for promotion came he was deprived of it because of the remarks in his character-book. I am therefore of opinion that in giving promotion no regard should be paid to the character-book of the Military Police, for they receive punishment at the time they commit a fault. For serious offences a punishment might be provided by putting them down several places in the *long roll*.

The Civil Police should be divided into three classes, *viz.*, (1) the illiterate constables; (2) the literate or *muharrir* constables; and (3) the investigating staff. No illiterate constable, though he may be ever so efficient and competent, should ever be raised to a higher post than that of a first grade constable, and he should in no case be promoted to a Head Constablenesship or a still higher post. If he renders any good service it should be recognised with a reward.

At the present time the District Superintendent of Police, with a view to making his authority generally felt, has adopted the practice of making every candidate attend his office and personally submit his application, and of granting or rejecting the application according to his own ideas and judgment. He gives no opportunity to a *Rais* zamindar, or a Police officer to recommend anybody for a constablenesship. I think *Raises*, zamindars, and Police officers should be given opportunity to do so. It is possible that men recommended by *Raises* and zamindars would be found better than

those candidates who personally apply for employment. And even if a Police officer were to recommend his own private servant this man might possibly be better qualified than one who is altogether a novice in Police work. The District Superintendent is of course empowered, in the exercise of his discretionary power, to entertain or reject a man so recommended after he has considered his character and age and examined the nature of the recommendation as to whether it was not obtained by unfair means.

As regards the *literate constable*, he should be a fairly-educated man. He should be made to begin at the highest grade of constables. He should always be placed under a Muharrir Head Constable, and should never be deputed to do any work independently, as he is at present made to do, in being required to do the Muharrir Head Constable's work at a thana or that of the Court Head Constable's in a court. Nominations to the post of Head Constable Muharrirs should always be made from among these literate constables, and they should be given promotion in the post of muharrir from one grade to another, the highest grade of which should carry the pay of Rs. 25 per mensem according to their qualifications and conduct, irrespective of their position in the long roll. And unless there be special reason, of which I shall speak later on, these men should never be promoted to any higher post than that of the highest grade Muharrir Head Constable.

As regards the investigating staff, I consider those men among the *muharrirs* to be entitled to promotion to these posts who prove their claim to them by their qualifications, conduct, and honesty ; so long as competent and deserving men are found among the *muharrirs* no outsider should ever be appointed direct to the post of an investigating officer. Their promotion to the rank of investigating officers should always be conditional on their being qualified, courteous, well-behaved, and perfectly honest. But the number of men of such stamp will probably be found very small among the muharrir class. When such men are not forthcoming, outsiders should, as I shall state in my answer to question 2, be appointed as Investigating Officers. Sub-Inspectors and Inspectors should, with due regard to qualifications, conduct, honesty, courteousness, and seniority, be appointed from among this class of Investigating Officers.

Appointments should be made direct and also by promotion from the lower subordinate grades.

Binda Parshad,
Court Inspector,
Allahabad.

The majority of Inspectors should be appointed direct, and only in rare cases, on special merits, and as reward for exceptional good services rendered, promotion may be given from subordinate grade. Preference should always be given to the direct appointment of Inspectors, for those that rise from the ranks cannot command respect from their subordinates with whom they had mixed up so freely, sat on the same charpoy, and partook in their malpractices. I was taken on as an Inspector and know from experience the deference shown to me by the men, and to the one promoted from lower grades. The whole work of the Police depends on these officers, if good and honest men be received for this post, the most abused service will turn into a praiseworthy and honorable one. People of really good qualification and morals should be selected. It is only a sound education that makes a man honest, and not good family. I have known men belonging to most respectable families

and sons of wealthy zamindars committing dishonest and corrupt deeds. It is only sound education that bestows a clear conscience, and it is only conscientious people who can discharge their duty honestly and faithfully. I would mention the Judicial Department in furtherance of my suggestion. As men of good education are appointed Munsiffs now, very seldom a corrupt officer is heard of.

Sub-Inspectors.—The appointment of these officers may be direct as well as by promotion in the Department, candidates from respectable family and good position may be taken on and trained in a school before they are put in charge of stations. Sub-Inspectors for Armed Police may be taken from different regiments. By using influence with the non-commissioned officers, they will be quite willing to get their discharge from regiments and join the Police, just as privates and non-commissioned officers get their discharge from their European regiments and take employment in civil appointments.

Head Constable.—May be appointed direct and also by promotion from constable. The direct appointment should be given to men of respectable family. They may be taken on and put in the school as mentioned for Sub-Inspectors, and put on duty after passing examination in drill and departmental tests. Head Constables for Armed Police can be obtained from native regiments in the same way as Sub-Inspectors, and also from amongst the sons and relatives of respectable Subedars and Jemadars, &c. Should there be none in the district eligible for promotion, men from other districts should be promoted and transferred.

QUESTION 2.—*If you are not in favor of any direct appointments, what plan would you propose to secure men of good position and education for the Police as probationers, with a prospect of rising to be Inspectors when trained ?*

Lala Nihal Chand,
Muzaffarnagar.

I have proposed in answer No. 1 that appointments be made partly direct and partly by promotion. I beg to remark that the success of every department in general, and the Police in particular, depends upon the merits of the establishment. Up to the time that able and honest men are not secured, all endeavours for reform are fruitless. Those who belong to good families and are educated and honest are not inclined to enter the Police Department, firstly because the Police Department is for the most part composed of uneducated and unprincipled men, and secondly because they have very arduous duties to perform to the risk of their lives and respect, but still their fields of promotion are much limited when compared to other departments. Therefore I would strongly recommend that the Inspectors may be entitled to get promotion to Tahsildarships and Deputy Collectorships. It has been generally presumed that the officers in the Police Department have no claim to, and cannot be eligible for, the high posts in the revenue work. But in my humble opinion this idea is not well founded. I remember that Munshi Permanand, Court Inspector of this District, was appointed an officiating Tahsildar by Mr. Sells, the Collector, but this appointment was not approved of by the Commissioner for the above ideas, although I believe that he was much better than many Tahsildars in ability and honesty. I hope that in future the position of the Inspectors will be much

improved and therefore a field for their promotion should be opened. Although I am for direct appointments to the grades of Sub-Inspectors, still I think that these recruits should be kept as probationers for a certain length of time and then confirmed after having passed some departmental examination prescribed for testing their experience or aptitude in the work.

District Magistrates should be empowered to select twelve candidates every year in their respective districts from among men who are the relatives of Government officers of repute, or *Raises* and zamindars of good reputation, family and character. The District Magistrate will make the selections in question on the recommendation of any such officer, *Rais*, or zamindar, or by his own personal knowledge, after he has ascertained and satisfied himself that the candidate is duly qualified by character and education. The names of these twelve men, with all those selected from the ranks to be nominated to the investigating staff, should be submitted to the Divisional Commissioner. There should be established a school in the Police line in every district, and that person should be appointed the Instructor there, who has gradually risen from the post of a literate constable to that of an Investigator, and is very courteous, honest, well-behaved, clever, knows law, is well up in his work, is truthful, a good Investigator, and able to discriminate between truth and falsehood. Whenever the District Magistrate nominates a candidate for employment as an Investigator he shall at once be directed to go and receive instruction in the reserve, and acquire those qualifications there which are mentioned as being needful in the Instructor. The candidate should remain under instruction for at least three months. During this interval these candidates will turn by turn be deputed to make enquiries in special cases by the order of the District Magistrate or at the request of the Pargana Officer conveyed through the District Superintendent of Police, and while they are on investigation duty they shall enjoy the full powers of an Investigating Officer. They shall also be given opportunities to learn work under the supervision of the Court Inspector among the men of the Police as well as among the men of the Court. Their investigation reports will generally be endorsed by their Instructor and the District Superintendent before they are sent up to the trying Magistrate. Any defect or omission found in their papers will, without distinction of persons, be pointed out to them. None of these candidates will be deemed fit to be appointed to any post within the three months of his candidature. At the expiry of the three months the District Magistrate will satisfy himself whether he has become qualified for appointment or not; and in case he finds he has so qualified himself he shall intimate to the Commissioner that the note "he may be appointed" be made against his name in the list in the Commissioner's Office. After this he shall be eligible for appointment on a vacancy occurring according to his number in the Commissioner's Office list.

Misri Lal, Deputy
Collector, Muzaf-
farnagar.

Just as a District Magistrate selects twelve candidates for the investigating staff so the Divisional Commissioner, the Deputy Inspector-General, and the Inspector-General of Police will select an equal number annually. The Local Government will also generally nominate as many candidates as they are personally acquainted with or have knowledge of. These will have to undergo the same course of instruction as has been mentioned above, and will

be sent to the Police School of that District in which they may desire to receive instruction. Should a candidate fail to prove himself to have become competent in three months he would be given further three months' time, subject to the Commissioner's sanction, and again a third three months' time subject to the sanction of the Inspector-General of Police, and again a fourth three months' time on the sanction of the Local Government for further instruction. No candidate shall be permitted to remain as such for more than one year.

Candidates under instruction should be designated "apprentices." In every district there will be at least two of these candidates receiving a stipend of Rs. 20 per mensem each. A candidate who does not pass the examination in three months' time will have his stipend stopped at once. But if he passes the examination after three months and there be no vacancy at the time it will be optional with him either to continue under instruction without a stipend until he receives an appointment, or to wait at his home until a vacancy occurs.

When an Investigator's post falls vacant in a District, the Collector will ask the Commissioner for a man to fill up the vacancy, and a new man from among the candidates or apprentices mentioned above will be supplied according to his number in the list in the Commissioner's Office, to fill up the vacancy in question. No person shall be appointed direct to the post of a Sub-Inspector or Inspector except by a special order of the Government who, for some good reason, might deem it expedient to appoint a particular man to a Sub-Inspector or Inspector's post. The District Superintendent of Police and the District Magistrate will appoint with the Commissioner's sanction Sub-Inspectors from among the Investigating Head Constables after taking into consideration the latter's conduct, honesty, qualifications, and seniority. And the District Magistrates will, in consultation with the District Superintendents of Police, annually submit a report recommending Sub-Inspectors of their respective Districts for nominations to Inspectorships. This report will be endorsed by the Commissioner and sent on to the Inspector-General of Police. The names of the recommended Sub-Inspectors will be recorded in serial order in the office of the Inspector-General of Police, and these men will, according to their number, receive promotion to Inspectorships as vacancies occur. The Inspector-General of Police will have no power to interfere with this list.

Bireshwar Mitra,
Pleader, Benares

The appointments of "officers," i. e., Sub-Inspectors and Inspectors, should be thrown open to competition. I would have no one appointed a Police officer who does not pass a competitive examination conducted in the *English* language. If the appointments of officers in the British Army can be thrown open for competition, there can be no reason why the posts of "Police officers" should not be competed for. Before, however, a person is deemed an eligible candidate, I would require him to produce a certificate of physical qualification for service in the Police. No candidate is to be allowed to compete unless he can produce a certificate showing that he was born or brought up in the North-Western Provinces and Oudh; and that he bears a good moral character.

I would encourage the appointment of native officers of the army in the Bengal Corps to the Police Force. I would not insist upon any educational

qualification in their case, further than undergoing an examination in the Indian Penal Code, the Criminal Procedure Code, and the Police Code and Manual. The training which the officers of the native army undergo, creates in them habits of self-reliance, a disposition amenable to discipline, a temper susceptible both of obedience and commanding. I consider such appointments will be valuable acquisitions to the Police Force, and I would place all possible facilities in the way of native officers entering the Police service. I may be allowed to observe *en passant* that the discontinuance of the system of appointment of officers on the Staff Corps to the Police is much to be regretted. The present pay and position of Police officers must be considerably improved.

A notice be fixed in every town, city, and even villages where there reside men belonging to respectable castes and families with the conditions (in brief) of the appointments to all three grades, informing the public that whoever wishes to get any employment to those three grades should apply to the Deputy Commissioner, *i. e.*, the District Magistrate. The form of application should be given in the notice, which should show for what grade the applicant is a candidate, also showing his nationality, respectability of the family he belongs to, his present annual income, his previous income, educational qualifications, age, and the time for which he can work as a probationer, also whether he is a land-holder or mere inhabitant of the place, whether he can pass examinations in Criminal Procedure Code and Indian Penal Code and knows how to read and write Urdu and Hindi.

Gada Hussain, Maf-
dar, Bidusa, Fyza-
bad.

By means of this notice men belonging to respectable families will apply for these posts, and candidates will be available without difficulty.

Note.—Respectable natives (wherever used) means :—

Muhammadans—(1) Syed ; (2) Sheikh ; (3) Mogul ; and (4) Pathan.

Hindus—(1) Brahman. ; (2) Chhatttri (Rajputs) ; (3) Kayasth ; (4) Khatri ; and (5) Agarwala.

(Word Sheikh does not include, weavers, dhunias and butchers.)

Men belonging to respectable family means :—

Those (1) who hold or whose ancestors held any *jagir*, *mafi*, or other means of livelihood granted during the Muhammadan rule and continued in the British rule ; (2) to whom any title has been granted by the Government ; (3) *sanad-yafra* (certificate holding) Taluqadars, (4) zamindar by birth ; (5) learned in his religion ; (6) Government servants of the higher grades and pleaders ; and (7) traders of good things and mahajans.

The near relatives of those who are in any of the above ways qualified should also be counted as belonging to respectable family.

QUESTION 3.—*By whom, and in what manner, should appointments be made to the following grades?—*

- (1) *Inspector:*
- (2) *Sub-Inspector.*
- (3) *Head Constable.*

Do you consider the present rules on this point, as contained in paragraphs 5 to 15, pages 2 to 4, Police Manual (Organization) sufficient, or would you recommend any alteration? If so, in what points?

F. W. QUARRY,
Vakil, Mussorie.

The most important of all Police questions comes in here, to work satisfactorily the Department must be self-contained; and to bring it to this condition ex-officio members with enormous power and little responsibility must be eliminated.

The Tahsildar, District Magistrate, and Commissioner should not have place in the organization at all, and indeed they have no legal standing therein.

Excepting clause (c) of Section 2 so much of Government Resolution No. 364A of 20th July, 1876, as is printed in the Police Manual and places the above-named officers in the Police giving details of the duties they are to perform is quite illegal.

Act V of 1861 contemplates a department the district units of which will be controlled from without by the superior Magistrates, see the Sections 4, 13, and 33, while the tenth section is a definite and very clear prohibition of ex-Officio Police officers.

There was some agitation against the Resolution when it issued, I do not quite clearly recollect its details, but results have certainly justified the uneasiness shown at that period; the Police is now a far-reaching instrument of oppression, it includes the District Magistrate who should stand between an oppressed public and that Police instead of where he is as a judicial officer the public has no confidence whatever in him.

And I do not think the change I contemplate would cramp the administration, the lower members of the Police rely on the Magistrate to back them in almost any enormity done to obtain conviction of criminals, and such confidence is justified, but from outside its ranks he would be what Act V of 1861 contemplates, a terror to evil doers in the Police as elsewhere.

His tendencies now are towards working arbitrarily; then they would be led back to constitutional methods, certainly no less effective than the former.

At present all efforts are directed at stamping out crime, but fostering loyalty is more important, and in the face of such an irritant as the existing Police it is hard to discover how loyalty can ever become a possibility.

Section 6, twenty-three years of age should be substituted for eighteen, at the latter age boys who are worth having would still be at school.

And generally the proportion of Europeans which will hereafter be maintained should be settled now, all towns where a considerable number of Europeans belonging to the railways, or following vocations independent of the Government will need European Inspectors, also may be some Sergeants ; and I think native towns having a large population situated away from the Head Quarters of the District in which no other European official is kept should have a selected European Inspector, because it is unwise to leave the ruling race unrepresented in such communities, while the mere presence of a reliable Englishman would tend to keep the native officials up to their duties.

Another point demands consideration, owing to sectarian riots which spring up occasionally, the native force will probably never have sufficient backbone to deal with such events with firmness, without such bloodshed as occurred at Najeebabad, and it is not desirable to call upon the army for help. The province should therefore maintain a certain number of European constables with Head Quarters at the seat of the Local Government who should be kept together, and highly drilled for at least half the year, and always ready for despatch in detachments to places where they are likely to be required to act as backing for the local Police ; these provinces will not always escape being billed for military forces that might otherwise be necessary, and the totals of a very few such bills would maintain a sufficient body of European constables a very long time indeed.

Promotions to Inspectorships should be made on the following lines, *subject to the approval of the Inspector-General of Police :—*

Misri Lal, Muzaffar-nagar.

The District Magistrate should recommend any one among the Sub-Inspectors, whom he might think fit for promotion, to be nominated to the post of an Inspector. This recommendation should be endorsed by the Commissioner, and then the name of the person so recommended should be entered in serial order in a list kept in the office of the Inspector-General in which the names of candidates for Inspectorships would be continued to be entered from time to time. When an Inspectorship falls vacant, the post would be filled up by giving promotion to one of the recommended candidates according to his number in the list, only one register (or list of such candidates) should be kept for the whole of the North-Western Provinces and Oudh. Should the Inspector-General desire to make any alteration in the number (of the said list) so as to make any increase or decrease therein, he should not have the power to do so, without the consent of the Commissioner and the sanction of the Government; the Local Government should, of course, have power to appoint by its own order, to be an Inspector, any man entered in the said register without regard to his number or even an outsider, without consulting any officer of the Department. When the District Magistrate recommends a Sub-Inspector for promotion to an Inspectorship, it is proper that he should pay no regard to his seniority. He should rather look to the (1) honesty, and (2) fitness of the man.

Sub-Inspectors.—I am sorry to say that though I think I have already thrown much work on the office of the Commissioner in connection with the

proposed Police reform, still I am of opinion that just as a register of candidates for Inspectorships is to be kept in the office of the Inspector-General, so should a similar register of candidates for Sub-Inspectorships be kept in the office of the Commissioner. When a District Magistrate considers any one among the investigating Head Constables possessed of those qualifications which are required in a candidate for a Sub-Inspectorship, he shall send his nominal roll to the office of the Commissioner, and his name will be entered in the register kept there for the purpose, and he shall receive promotion according to his number in the said list; whether this list of men qualified for Sub-Inspectorships be kept in the Commissioner's or the Inspector-General's Office is a matter of no consequence. The state of things to be avoided is that which I know existed, viz., that clerks in the offices of the Inspector-General of Prisons, Inspector-General of Police, as well as in the High Court, and the Railway Head Office, Chandausi, and Head Clerk of the Commissioner's Office wielded such unlimited powers that posts, as well as good and bad reputations, were freely sold by them. If this work of giving promotion to Sub-Inspectors is assigned to the Inspector-General's Office it should be entrusted to a Deputy Inspector-General of Police under the supervision of the Inspector-General of Police himself. If it is assigned to the Commissioner's Office the Commissioner should personally look after it, or if the Government can give a Police officer, who should not be of position lower than that of a Superintendent and be extremely honest, this work of keeping the register it may be entrusted to him. If this register be kept in the Inspector-General of Police's Office it would be better, as there would then be only one register of all the candidates for Sub-Inspectorships in all the districts of the North-Western Provinces and Oudh.

Up to Head Constable Muharrirs, whose pay should rise to Rs. 25 per mensem, promotions should be made entirely under the orders of the District Magistrate.

As regards the promotion of Head Constable Muharrirs to the posts of Investigating Officers who should in my opinion, be designated "Chief Constables" and whose pay should, on no account, be less than Rs. 30 per mensem, it should be made under the orders of the Commissioner in the same way and on the same principle as I have stated in my answer to question 2.

In conclusion, I most respectfully beg to submit, that if the mode, the principle, and the channels of appointments and promotions in the Police Force were to remain independent of the recommendations of the District Magistrates, Commissioners, etc., the saying "darkness under the lamp" would be fully demonstrated, just as was the case during the course of the last three years when all those candidates, whose names were entered by a late Inspector-General in his memorandum during the time he was a Joint-Magistrate and Collector, got employment as well as subsequent promotion. Under this plausible pretext, that he (the late Inspector-General) had been enlisting qualified *Raises* into the service and giving them appointments after having entertained them as Honorary Inspectors for some time, many incompetent and low men were entertained and given

promotion, while rightful claimants were left out. Evtñ those officers, who in hope of promotion *had tried to be honest*, were balked and disappointed.

I would also respectfully beg to add that during the period of about twenty years that I was in the Police service, as well as subsequently to the time the Government promoted me to my present exalted post, all that I have learnt, as if I were an eye witness, about certain Superintendents of Police is unspeakable. I state on oath, that some officers and subordinates, owing to the unfair demands of such Superintendents, are forced to take bribes. When these Superintendents go on tour, they regard their authority to be no less than that of the Lieutenant-Governor. Their *amlas* and servants put pressure on the subordinate Police employes in every way, they make very many requisitions and thereby compel the latter to take bribes. They (Superintendents) make out from the tenor of the general and special diaries as to what must have been the profit the Investigating Officer should have made. They try to increase his gains as far as possible, and get their own share therein by making some subsequent requisition. I also swear that I have seen some District Superintendents of Police making unlawful gain at the time they give promotion. I most respectfully aver—and I am proud of my positive or true belief—that some Superintendents are so clever that through their flattery and sycophancy they ingratiate themselves with the District Magistrates ; and if they are displeased with any subordinate, or get nothing from him, they go on spoiling his character-book with adverse remarks. On the other hand they continue to make the character-book of one with whom they are pleased, and from whom they succeed in making unlawful gains, more and more splendid *day by day*, with the entry of good services and laudatory remarks. When the time of promotion comes they place the character-books before the District Magistrates, and as the character-books contain good or bad remarks which were recorded before the occasion for promotion or degradation had arrived, such District Magistrates as pay little attention to these matters, or yield to the Superintendents' flattery and sycophancy, are deceived and misled by their fraud into sanctioning their proposals. The District Superintendent also adopts another course to ruin a man he is displeased with, namely, he causes the District Magistrate to be displeased with his intended victim by filling his mind with insinuations against him from time to time. The result of this is that innocent men are not unfrequently made to suffer, while corrupt and dishonest men get promotion. I wish that the (Police) subordinates may be saved from this kind of fraudulent practices of the District Superintendents, in this way (namely) that the (District) Superintendents be divested of the power of recording good or bad remarks against any body in the column of censure or praise of his character-book by his own authority. They can write (what they think proper) in their annual report under the heading of "remarks on character-book" or "conduct" of Police employes. Should they wish to enter anything in the column of 'fault or good service' they should first obtain the sanction of the District Magistrate, and if the District Magistrate were to bear in mind all the points mentioned above, at the time of his inspecting the character-book of a policeman, and also to take into

consideration as to whether the good or bad remarks therein were all made by the present Superintendent alone, or the latter's predecessors had also made similar remarks, he would find much help in determining the truth or otherwise of the remarks. The dishonesty of the District Superintendent is one of the many reasons why people do not generally like to enter the Police service.

Bakhtawar Singh,
Shahjahanpur.

(a) There should be kept a register of candidates for the posts of Sub-Inspectors and Inspectors by each District Officer, who should enter the names of selected candidates therein after satisfying himself as to the following points :—

(1) That the candidate belongs to a respectable family.

(2) That he bears a good conduct.

(3) That he is an educated man. Those who have passed the F. A. or the B. A. Examination should also be entered in the register of selected candidates.

(4) That the candidate is in good health.

The District Officers should afterwards report the names of selected candidates to the Inspector-General of Police, who may, after satisfying himself as to the qualifications and character of the candidates pass order regarding their admission into the Police Training School which, it is proposed, should be established in these Provinces.

(b) This School should be established at Lucknow on the model of "the Police Academy" established at Calcutta by Mr. S. Ballard.

(c) The proposed school should consist of two classes. One for candidates for Sub-Inspectorships, and the other for candidates for Inspectorships.

(d) To cover expenses some tuition fee should be charged on the candidates attending the school.

(e) No candidates for the post of Inspectorship should be admitted into the school whose qualifications are inferior to those who have passed the Entrance Examination, that is to say, none should be admitted into the higher class of the school unless they are able to read and write English, and have a thorough acquaintance with Urdu, and are able to understand the idioms and technical terms (i. e., dialect) of the united Provinces. And no candidates should be admitted into the Sub-Inspector's class whose educational qualifications are inferior to the qualifications of those who have passed the middle class examination ; that is to say, they should be able to read and write Urdu well.

(f) There should be held a general examination of the pupils of the school half-yearly. Each candidate should be required to attend the school at least for six months and obtain a certificate of having passed the examination.

(g) No one should be appointed to the office of Inspector or Sub-Inspector unless he holds a certificate from the said school.

(h) The school should impart instruction in (1) Indian Penal Code; (2) Criminal Procedure Code; (3) Evidence Act; (4) Police Laws; (5) other Laws relating to Police; (6) Circular Orders of Police Department; (7) Drill and use of Arms; (8) Riding, &c.; (9) Practical knowledge which can be acquired by working in the offices concerned (*i. e.*, the candidates should also be trained to work); and (10) lectures on such subjects generally as are given below should be delivered.

(a) Benefits of sanitation and health.

(b) Good conduct and good deeds.

(c) The mutual relations and rights of the people and the Government.

(j) The Inspector-General may be authorised to appoint successful candidates as probationary Inspectors or Sub-Inspectors for one year, and attach them to any District in the united Provinces. These candidates may be confirmed in their appointments on their conducting themselves to the satisfaction of the District Officers under whom they are employed.

The Inspector-General of Police should nominate every year a certain number of well-qualified young men as probationers for the grades of Inspectors and Sub-Inspectors, either from men of his own selection, or from those that have been recommended by Magistrates of Districts under Rule 2, para. 5 of Police Manual. I am not in favor of honorary appointments, and therefore suggest that nominees should be appointed on probation, say for a term of two years. If they pass the prescribed examinations satisfactorily and are well reported on by their superior officers, they should be appointed permanently at the end of their probation. But no such appointments should be given without previously obtaining the sanction of the Local Government.

Raja Shiam Singh,
Bijnor.

Appointments to the grades of Head Constables to be made by District Superintendents of Police and the Magistrate of the District subject to Commissioner's sanction.

The appointment of outsiders as Head Constables should be made by the District Superintendents of Police and the Magistrates, and that of Sub-Inspectors and Inspectors by the Inspector-General of Police, recommended by District Superintendents of Police and Magistrates; the promotion from the lower grades being made as at present. The interference of the Commissioner of the Division in cases of appointment and dismissal should, in my humble opinion, cease, tending as it does to lower the prestige of both. But the Commissioner should remain the appellate authority as at present. Paras. 5 to 15 of the Police Manual need amendment.

Jadu Nath Haldar,
late Inspector,
Government Rail-
way Police.

Appointments to the posts of Inspectors and Sub-Inspectors should be made provisionally, and all permanent appointments to these two

Bepin Behari Bose.
Lucknow.

grades should be made by the Inspector-General of Police. The present rule for the appointment of Sub-Inspectors is cumbrous and cannot work smoothly. Appointments of Head Constables may be left with the District authorities under certain well-defined rules, by which selection of qualified persons may be secured. The Commissioners of Divisions should remain invested with *quasi-judicial* functions to judge of delinquencies of Sub-Inspectors and Head Constables leading to forfeiture of appointments or degradation to lower grades or other penalties.

The present rules are susceptible of improvement.

(1) In my opinion English-educated natives should be encouraged to enter the Police subordinate service. Possession of English education gives a character of respectability to its recipients, for it is already a costly article. Families aggrandized by means of bribery and corruption have bad traditions about them, and young men reared up in such families are not likely to be pure in their official capacities. The authorities should have an eye on such families putting forth candidates. If corruption is the chief cause why the Police service is discredited—then to reform it—it would be necessary to get a class of men who are a little more elevated morally and educationally than the ordinary run of men in the country. And that points to English education. Experience would also say that no educated man naturally desires to enter the Police service—at least in these Provinces. English education fosters the sense of duty and responsibility in the recipients of it, while this cannot be said of education conducted through the vernaculars.

(2) Some elementary knowledge of criminal law and evidence should be possessed by the aspirants after Police employ, as far as Investigating Officers are concerned.

(3) Rule 6 provides that Europeans and Eurasians of 18 years or so could be made Inspectors, so that they might quickly rise in the superior grade. This rule is objectionable on many grounds. Such facilities would be reasonable if Europeans and Eurasians as a rule could be good Detective or Investigating Officers. But that is not possible, as they cannot have that intimate knowledge of the language and manners of the people which would qualify them to be efficient Police officers. Investigating and Detective Officers could only be successful in their professional capacities if they be of the people, and not those who stand out of the people.

(4) The scope for promotion should be wider than at present. As there is hardly any man in the Police service who is possessed of pre-eminent ability, as far as natives of these Provinces are concerned, the true reason for this absence of merit and worth is that the Department does not invite men of education and culture to enter it. It has become almost a festering pool of corruption and incompetence. Its atmosphere is so infectious that noble spirits fall victims to its influence. Hence Assistant Superintendentships and District Superintendentships and Deputy Collectorships should be open to good and meritorious Inspectors who are

educated enough to command the respect of the educated. The old rule made by the Secretary of State that Assistant District Superintendents should mainly be recruited from among well educated and respectable native gentlemen, was never seriously put into force, and the stoppage of all promotion to the higher grades, and the total absence of any attraction for aspiring and educated young native gentlemen to enter this service, have had the effect to degrade it in public estimation, and drastic measures are required to purify and reform it.

QUESTION 4.—*Have you any suggestion to make for improving the present system of recruitment of constables? Should the recruitment be confined to certain castes? and if so, in what proportion?*

The Superintendent of Police should select constables from among the the Municipal and village chaukidars who are of good family, not too old, and seem to be well behaved and physically qualified. Recommendations by *Raises*, zamindars, or Police officers should be taken into consideration if the District Superintendents think the recommended man is fairly acceptable, and can be enlisted under the Police Rules. When the District Superintendent is going to appoint any candidate he should satisfy himself as to the natural propensities and manners of the candidate. The men enlisted should not belong to the low classes of men, such as Bhangis, Chamars, Kahars, Kumhars, Koris passing themselves off as Thakurs (or Rajputs), Julahas, Mirasis, Nais, Khalasis, butchers—calling themselves Sheikhs, Dhanuks, Khangars, &c., as most of them at present do. When such men are found in the ranks of the Police, men of good families will not accept service therein, and the Police service cannot acquire a good reputation. Men of those classes too, in which the average of conviction in theft cases exceeds that of others, should be sparingly enlisted. The percentage of recruits from any one class should not on the average exceed 10.

Misri Lal, Muzaffar-nagar.

QUESTION 5.—*Should any educational qualifications be prescribed for admission by direct appointment to any of the grades of Investigating Officers? If so, what test would you suggest for admission to each grade: Inspector, Sub-Inspector, or Investigating Head Constable?*

Whenever a candidate for Head Constableness, or other higher post, appears before District Superintendent of Police, it should be the duty of the District Superintendent of Police to examine him very carefully about his qualifications, and satisfy himself that the candidate can read and write perfectly well, that he can explain the meaning of the law terms of Evidence Act, Penal Code, &c., and that he comes of a good stock.

Mai Dial Singh,
Court Inspector,
Shaharanpur.

If the candidate possess a certificate of some educational degree, his claims are superior than others. If the candidate be found to possess the required qualifications, he may be selected as a probationer, and then he may be sent to the District Police School for training.

A District Police School may be opened in each district under the immediate supervision and management of District Superintendents of Police.

The teacher of the school should be a well-educated and experienced Police officer.

A lower subordinate officers class may be instituted. The candidate should be educated for three different tests.

- (1) Office, station, clerical work, &c.
- (2) Law, procedure, rules, &c.
- (3) Detection.

Law will be taught in the Police School, so that the men may be able to judge of the worth of evidence and its admissibility or inadmissibility, and to remove the defects of law.

Detection should include all kinds of knowledge of criminal tribes, budmashes, &c., the manner in which they commit offences, their habits, and the technical terms which they use among themselves in committing offences ; also the method of private enquiries against them.

Note.—I can compile a book on detection if I may be supplied with the information that I require from other districts.

The District Superintendent of Police may admit any approved candidate or Police officer into this school for instructions for a certain period.

On a fixed day the candidate may be examined, and if he passes successfully he may be considered eligible for the post of an Investigating Officer.

The examination may be conducted through the Magistrate and District Superintendent of Police by means of printed questions.

The candidate who obtains the highest marks in certain subjects may be considered efficient for work of the same kind, *e. g.*, one who obtains good marks in detection will be a good Investigating Officer. One who gains higher marks in law will do well in Court work, &c.

The candidate's inclination of mind ought to be considered before deputing him to the work.

There should be a separate Divisional Police Service School in each division. Head Constables deserving of promotion or candidates for Sub-Inspector or Inspectorships, will be trained in this school for a certain period only in two subjects, *viz.*, law and detection.

The District Superintendent of Police or Magistrate of the District may select Head Constables or candidates to join the school, and when the candidate passes successfully he will be granted a certificate, and will

get promotion or appointment in preference to unpassed candidates. There should be some distinction between the examination of Sub-Inspectors and Inspectors in the award of marks. The examination of both of these officers should be like that of Tahsildars in criminal and Police subjects.

Those who obtain more than half marks will be considered as candidates for Inspectorship, and those who gain half marks or less than half, as might be proposed, will be considered as candidates for Sub-Inspectorships.

Out of the passed Inspectors and Sub-Inspectors, candidates who can read, write, and speak English well may be selected for the post of Court Inspector, but before confirmation in the post of Court Inspector, the candidate must pass the examination with the senior officers, or with pleaders. A Court Inspector's colloquial talent should be great and he should be well acquainted with all kinds of office work. He should also be able to prosecute cases in an able and efficient manner.

I am of opinion that no one who has not served as an Investigating Officer should be appointed a Sub-Inspector or Inspector direct. An Investigating Officer must be a literate man qualified to write his diary for himself. He must also be conversant with the Criminal Procedure, the Penal Code, and the Police Circulars. The same qualifications which I consider necessary in an Investigating Officer should also be required in a Sub-Inspector and Inspector. But, of course, a summary examination will do only in the case of an Investigating Officer's appointment, while for appointment to the post of a Sub-Inspector or Inspector, a special examination in all the laws relating to the Police and crime, by means of papers especially printed for the purpose, should be held in public by a Committee, under the supervision of the District Magistrate and Police Superintendent, as has hitherto been done for the posts of Inspectors,—the literary attainments of an Investigating Officer should be (1) that he is able to write Urdu well, and (2) to understand thoroughly both the letter and spirit of the law.

Misri Lal, Muzaffarnagar.

Outsiders taken in higher ranks must possess a knowledge of either the English or the Urdu language sufficient to enable them to read and write in the English or Urdu language with fluency and facility while taking statements of criminals and witnesses, and some tests should be prescribed to ascertain their efficiency in either of the two languages before their nomination. School examination marks should not be trusted, for under the cramming system now obtaining in the *Alma mater* here, men are no more learned than a book-case.

Jadu Nath Halder, late Inspector, Government Railway Police, Allahabad.

The educational and law tests for admission to each grade should, I think, be as follows :—

Banke Behari, Deputy Collector, Lucknow.

(a) Head Constables—not lower than middle class, with a fair knowledge of vernacular and ability to write in a correct style.

<i>Law Test.</i> —Indian Penal Code,	whole.
Criminal Penal Code,	}	Selections only.	
Arms Act,			
Cattle Tresspas Act,			
Excise Act,			
Gambling Act,			
Salt Act,			
Criminal Tribes Act,			
Railway Act,			
Telegraph Act,	}		
Police Act,			
	whole.

(b) Sub-Inspectors and Inspectors—good knowledge of English and vernacular and a law test equal to that prescribed for Deputy Magistrates in the criminal branch only.

If any schools like that of Mr. Ballard's at Calcutta can be opened for the training of Investigating Officers, it is sure to do some good. Candidates for direct appointments, before taking up investigation duties should, for at least three months, be trained under experienced Court Inspectors and for an equal term be made to remain with experienced Investigating Officers on duty. During this course of training they should be designated Honorary Inspectors, Sub-Inspectors, or Head Constables as the case may be.

C. R. Shaw, Khuri.

I would only allow investigations into crime to be made by Inspectors and Sub-Inspectors, and, as I have already suggested, these must all read and write well as educated native gentlemen; preferment being given to those who have been educated at Government Schools and pass an unpaid probation at the sadar. They should also be required during the paid probationary term to pass at least a lower standard examination.

It may be said that Inspectors and their subordinates cannot get through half their cases, then their numbers should be increased. It is the Investigating Officers of inferior class who abuse their power, but I firmly believe that, by the introduction of the Head Man's Act, Government would reduce the sixty per cent. non-convictions of our present returns by 40 or 50 per cent. by zamindars amicably settling petty offences, committed often in petty spite and ebullitions of temper, and many charges would not be raised at all if they were to be heard by their local chiefs who know the value of the evidence. Let us believe Prince Bismarck's remarks that it is state interference that disturbs the people and creates half their troubles. It is also the highly-educated youths, disappointed of Government employment returning to their villages but refusing to return to the plough, who become mischievous attorneys to instigate frivolous complaint; making petty misappropriations and assaults, by the aid of our present class of Police Investigating Officers, into theft and burglaries and into every class of crime that would never be heard of under the Head Man's Act. As long as our Courts are open to hear complaints, as long as reports of all complaints through the chaukidars are insisted on, suppression of crime is impossible. As long as Section 61, Criminal Procedure Code, as to the 24 hour limit after arrest is applied to zamindars, as now to Police,

abuse of power is checked. I venture to assert that by the Head Man's Act and a re-organised constabulary, 50 per cent. of the present work of all our Courts (and that the most vexatious, unproven convictions) would disappear, bullying and extortion of parties and witnesses would also disappear. The present Government investigating establishment and lawyers would be the pecuniary sufferers.

Apparently there seems to be no need of educational qualifications in the Police Department, but only practical knowledge, experience, and special aptitude of mind is necessary. However the following restrictions as to education seem necessary :—

Gada Husain, Maf-
dar of Bidausa,
Fyzabad.

Inspectors.—(1) Must know Urdu, Persian, and Hindi ; (2) arithmetic up to *double rule of three*, for in cases of breach of trust, knowledge of arithmetic is necessary ; (3) must have passed examination (or may pass within a fixed period) in all criminal law books and Codes and Police Manual.

Sub-Inspectors.—Must pass examinations in Urdu, Persian, Hindi, Criminal Procedure Code, Indian Penal Code, Police Manual and a little of arithmetic.

Head Constables.—Must know Urdu and be able to understand the Indian Penal Code and Criminal Procedure Code.

In addition to these they must also pass examinations of practical knowledge, experience, and aptitude of mind, and the easiest way for this would be to ask the examinee to deliver a lecture as to the causes of the occurrence of accidents, how to prove guilt, the relations which Police officers should keep with the inhabitants of villages, the cordiality and enmity which they should keep with the public, and the way to trace out criminals.

QUESTION 6.—*Do you consider it necessary to prescribe any physical qualifications ?*

With regard to physical qualifications I think a health certificate will be sufficient, and a man may be strong enough and of active habits to discharge the duties entrusted to him.

Maj Dial Singh,
Court Inspector,
Shaharanpur.

For the Military Police the restriction regarding stature and physical strength is indispensable. Examination by a doctor is also necessary. But there should be no restriction regarding stature in the case of the Civil Police, though bodily strength should be considered. The limit of age for admission should be 18 to 25. Some doctors examine candidates in a very disgraceful manner, making them entirely naked. They make them take off their pyjamas and dhotis, and having thus made them quite naked like a new-born child examine them. This is not however a general practice. But when a Civil Surgeon wants to take a "gold mohur" from a candidate, or his subordinates desire to make some unlawful gain from him, the practice then is much more common. Where such dishonest practices are observed justice is done neither to a healthy candidate nor to an unhealthy one. For I have seen that an unhealthy candidate becomes healthy by expending a "gold mohur." Although this is an irremediable evil, still this much might be prescribed, that every candidate should be examined with

Misri Lal, Muzaffar-
nagar.

due care and attention separately at the bungalow of the Civil Surgeon. A candidate should not be examined in a public place, nor be kept in attendance continuously for four or five days. Men of respectable classes consider this disgraceful way of examination by doctors to be a dishonour and a bar to their admission to the Police service.

Munshi Bakhtawar
Singh, Editor,
"Arya Durpan,"
Shahjahanpur.

The restriction regarding physical strength is necessary, but the restriction as to height or stature is inexpedient, inasmuch as many persons who are of short stature are brave.

QUESTION. 7.—*Do you think that the pay now given to the lowest grade of constable is sufficient to attract satisfactory recruits? If not, what would you suggest as the lowest salary?*

Misri Lal, Muzaffar-
nagar.

The pay of the Military constabulary should be Rs. 6, 7 and 8, while the grades of Rs. 5, 6 and 7 would be quite sufficient for the district constables. But it is necessary that the men of latter class must receive Rs. 5, 6, and 7 in full. No deduction should be made for their uniforms, &c. If the cost of these is to be deducted from their salaries, they should also be paid at the rate of Rs. 6, 7 and 8. A literate constable should begin with Rs. 7, and the term literate should apply to such persons who write a good hand, can compose well and are intelligent men, for we have to employ them afterwards on more important work.

Nagendra Nath Rai,
Allahabad.

Regarding the Police it has been suggested by many that by improving their pay and position a visible reform will be effected. I am far from endorsing this view, men and manners cannot be easily changed. Let there be an increment in the pay of Police officers and men, still the Police shall have the same characteristics as the general class of the population from which they are recruited. The arguments on which this suggestion is based show not the weakness of the Police, but their excessive vigour. The Police are charged as being oppressive and extortionate and under no proper supervision. If in response to these charges the Government were to strengthen and improve their position, they would be doubly oppressive than before. A man who is dishonest on Rs. 7 a month cannot be honest at Rs. 8, and if his pay be increased to Rs. 10 he may still demand more, unless a better class of educated men could be induced to join the Department as officers any increment in the pay of the Police will not have the desired effect.

QUESTION 8.—*What is the lowest grade of officer, and on what pay, who should, in your opinion, be entrusted with the duty of making an original investigation?*

Misri Lal, Muzaffar-
nagar.

India is a country where work is certainly to some extent carried on by outward show. If an Investigating Officer goes out for investigation on foot, carrying the load of his luggage on his head, he can carry no weight either in the eyes of the public, or of those persons with whom he may come in contact in the course of investigation, nor will he himself like this. From this it is evident that if the amount of his pay be not such as to admit of his keeping a horse he will either compensate himself for this

expense by extorting bribes, or make the poor, wronged complainant, in whose interest he may proceed to make an investigation, bear the expense.

In my opinion, the official designation of an Investigating Officer should be a good one, and he should also have a decent appearance. His official designation should not be "Head Constable." The Investigating Head Constables at the Police stations do not like to be called Head Constables by any body ; and the people too, in order to please or flatter them, call them "Chief Constables," or "*Chota Darogas*," or "Assistant Sub-Inspector." That such is the case in actual practice being as clear as the mid-day sun, there is no reason why this should be not officially and openly recognized. In my judgment the "Investigating Head Constable" whose official position is lower than that of the Sub-Inspector, should be designated a "Chief Constable" or "Assistant Sub-Inspector," or "apprentice Sub-Inspector," and in Hindustani a "Naib Daroga." This designation will both give satisfaction to the officers themselves, and give them importance in the eyes of the public.

I have put down the pay of the first grade Head Constable Muharrir at Rs. 25 per mensem. I think the pay of the Head Constable Muharrirs should, in accordance with their existing grades, range from Rs. 10, 15, 20 to Rs. 25. But as the expenses of keeping a horse are not by any means less than Rs. 10 a month, the pay of the Investigating Head Constable should not be less than Rs. 30 per mensem. At present I have seen Head Constables on Rs. 10 a month doing the work of Investigating Officers, and Head Constables on Rs. 15 and 20 a month doing the work of Muharrirs only. When Head Constables on such low pay are deputed to make investigation it is knowingly to compel them to take bribes. I am of opinion that though the number of Investigating Officers may be reduced, the pay of the Investigating Head Constables should not be less than Rs. 30 a month ; nor should any officer with less pay be made an Investigating Officer. There should, I think, be two grades of Investigating Head Constables, the lower grade of Rs. 30 and the higher grade of Rs. 40 a month.

The Sub-Inspectors should also be of two grades, one of Rs. 50 and the other of Rs. 75. I do not desire any increase in the amount of the expenditure at present sanctioned for the subordinate Police Force ; but I think that even if by such a reform (as suggested above) a reduction is made in the number of Sub-Inspectors or Investigating Head Constables, it will be a thousand times better than the present doubtful proceedings of the Police.

QUESTION 9.—*Do you consider that any alteration should be made in the rules for enquiries into reports of burglaries and thefts (Circular No. 19, dated 20th June, 1883?) And if so, what amendment is, in your opinion, desirable with a view to diminishing the number of investigations likely to lead to no result?*

Alterations in the rules for enquiries into reports of thefts, &c., should be made as follows :—

Pandit Anand
Narain, Dehra
Dun.

For Sections 379, 380, and 454, the value of the stolen property should be raised from Rs. 10 to Rs. 25.

Section 381 should be also included in the category of Sections 379, 380, and 454. Section 456 should be qualified like section 453.

Section 457 should be qualified in this way, that the offence in order to commit which lurking house trespass, &c., by night is committed, should be such in which Police has jurisdiction to investigate, in other cases the Police should only interfere at the request of the injured person.

This alteration is needed, as very often people, against their will, are forced to attend investigations of no consequence at all, and very often are led to abet Police malpractices.

F. W. Quarry, Vakil,
Mussoorie.

All waves of such crime should be watched, and when found upon the rise, enquiry might be made in all reported instances. These offences are at times an indication of general distress, or coming famine, which cannot be neglected, and in hard seasons for the people, ought to be specially reported upon to the superior authorities.

When complainants themselves are averse to enquiries and in periods of ordinary prosperity where alleged losses are trifling, and there is no reason to suspect they are caused by organized gangs, enquiries are not necessary.

When these offences may have been committed by criminal communities, or occur at fairs or other gatherings of people, I would have every one worked out to the utmost.

The term trifling should be left to the Inspector-General of Police for definition, it would bear a different meaning as applied to poor agricultural districts, and rich communities in towns.

Mai Dial Singh,
Court Inspector,
Shaharanpur.

In some instances the valuable time of Police officers is wasted in unnecessary investigations, as in burglaries without loss, if the accused is not arrested or identified, and in the cases of causing mischief to animals, unlawful confinement, criminal trespass, &c. Most certainly the number of investigations should be reduced. The present system of enquiries into thefts of Rs. 10 may be extended to Rs. 25.

Misri Lal, Deputy
Collector, Muzaf-
farnagar.

Under the present system, in case of house-breaking, whether anything has been stolen or not, whether the plaintiff asks for an investigation or not, and whether suspicion is cast on any body or not, the Police are bound to make enquiry. The same is the case when thefts are committed under Sections 379 and 380 provided that the value of the property stolen exceeds Rs. 10. I give below two instances illustrating the defect of this system.

Three or four years ago, while I was the Tahsildar at Fareedpur in the Bareilly District, there occurred some altercation regarding some bribe between a Sub-Inspector and an Investigating Head Constable, and an ill feeling thus grew up between them. The Head Constable was the first to aim a blow at the Sub-Inspector and had a charge of bribery laid against

him. The petition in question was sent to me for preliminary enquiry, I found the suit to have been instituted at the instance of the Head Constable, and to be a false one. I reported accordingly and the suit was dismissed. Shortly afterwards the Sub-Inspector aimed a counter-stroke in answer to the suit mentioned above, he made a report against the Head Constable, who had been told off to make enquiry regarding a certain burglary case, which was not attended with loss, to the effect that he had not been to the place at all, but had written the special diary at the Police station. The complaint of the Sub-Inspector was indeed true, and the Head Constable was fined three months' pay by the Court. My object in giving the above illustration is to show that the Police, being compelled to make investigations in petty cases, generally have recourse to this remedy, that they outwardly conform to law and fill up the diary, but disregard the actual injunction for going to the spot and making investigation. They have thus taken to making false records and to write false papers.

Another illustration of the present defective system of investigation is this. I was a Deputy Collector of Lalitpur. A theft case of about Rs. 2 came up for trial before me. The complainant seemed to be a very poor man. After the enquiry was over, I, in order to test my conjecture said to the complainant, "the Thanadar had been to your house for enquiry, why did you not receive him well" The man forthwith replied, "Sir, I had given provisions for *puri* for the Thanadar and for *roti* for his followers. I had also supplied corn for the Thanadar's horse." Thus to force the Police to make investigations in petty cases is in reality to make them prepare false papers and to do injury instead of good to the people. In my opinion, in such cases in which the complainant does not suspect any body, nor does he ask for investigation, investigation should be avoided when the amount of loss in a burglary case does not exceed Rs. 10, and in cases of simple theft under Sections 379 and 380, (Indian Penal Code) not above Rs. 50. I have known many cases in which a person who was not a habitual thief stole somebody's property—worth say an anna or two—such as some ears of Indian corn and other grain from a field, or such like things—and was immediately arrested by the complainant, but was let off on consideration of the smallness of the loss. Three or four months after when the Police learn about such a case from some informer they ferret out the hushed-up matter and *challan* the offender. The *chaukidar* (in whose beat the offence was committed) is dismissed on the charge of having concealed the offence, and the complainant too is some times called upon to explain why he had let off the offender. The Police do this in petty cases to cover their want of success in recovering property and tracing out offenders in more important cases. I am, therefore, of opinion that in such cases of theft in which the value of the stolen property does not exceed one rupee, even though the offender's name be known, if the complainant has, with good intentions, immediately pardoned the offender and does not ask for enquiry, the Police should not send up the case for trial.

In my opinion the rules laid down now in force require amendment. The report of theft and burglary should accompany a list of property stolen which should be presented by the complainant, his servant or relative, to be embodied in the Police diary. The fact, if the complainant wishes the

Sirdar Ganpat Rai
Deputy Collector
Allahabad.

matter to be investigated, should be taken down. Petty thefts should be considered as non-cognisable offences, unless the complainants present written applications. The Police have to submit quarterly, half-yearly, and annual statements showing the number of offences committed in a given area, and if the percentage is below the mark, they are to blame for concealment of offences. In order to bring the number of offences to the mark, the Police include the petty theft cases in their statements, although a lot of such cases are struck off as false. The Police officers need not be called upon to give explanation if the average number of offences in their respective stations is below the mark. Steps should only be taken by the Police on the written applications of the complainants, provided written applications are not received through pressure.

Jadu Nath Haldar,
late Inspector,
Government Rail-
way Police.

Enquiries should be made in all cases of theft and burglary, whether the loss reported exceeds or falls below Rs. 10 in value, and even in cases where no loss is reported. By my long experience in this branch of the service I know that Police officers always try to bring the case reported to them under the latter category to evade and avoid enquiry, which induces the complainant to give up his demand for enquiry. But a theft is a theft, let the property stolen be only the *loti* of a poor beggar—his whole estate—and as such should be enquired into. So with burglary, whether effected or not, and there be no hope of a better result, it should be enquired into. The present procedure of the Police under comment amounts to an exhibition of legal tenderness encouraging the apprentice thief to become gradually a notorious house-breaker!

Nagendranath
Rai, Superinten-
dent, Manda
Estate, Allahabad.

With a view to diminish the number of investigations likely to lead to no result it may be confidently asserted that one-half of these petty cases are from spite, or at the instigation of one of the shoal of pleaders and muktars whose sole chance of livelihood is to encourage litigation among ignorant neighbours. The Police being pecuniarily interested in the detection and investigation of crimes, invariably arrest some one, without much regard whether he is the real offender or not. In my opinion all these abuses can be put down if the zamindari responsibility were restored, and a little power were conferred on these respected men who, in many instances, it may be taken for granted, know fully every detail of a case in their village and how it occurred, they are well acquainted with the characters of their village men and their feelings towards one another, and can do much useful work, if encouraged a little, to the saving of valuable time to Government officers.

Ram Antar Pande,
Joint Magistrate,
Gorakhpur.

Burglaries without theft of any property reported by the owner should not be investigated at all.

Burglaries in which the offender is not named, accompanied with theft of a value not exceeding Rs. 10, or in which the property is brass utensils of the ordinary description, or grain, *i.e.*, property which cannot be satisfactorily identified, and in which the owner does not press for an enquiry, lead only to harassment and should not be investigated, the same may be said of theft.

My experience is that even where the complainant does not want an enquiry the Police investigate to improve their *naqshas*, a duly attested

iqrarname should therefore be taken in all such cases investigated to serve as a safe guard to a certain extent.

QUESTION 10.—*Are you of opinion that the rule contained in Section 61, Criminal Procedure Code, limiting the detention of an accused by the Police to 24 hours, should be extended? And if so, to what period and for what reasons?*

The detention allowed under Section 61, Criminal Procedure Code, is often insufficient, and therefore good cases are spoiled.

Mai Dial Singh,
Court Inspector,
Shaharanpur.

In my opinion no time should be fixed, only the work of the Police officer should be checked very carefully by the District Superintendent of Police or other officer.

A separate abstract may be attached to each special diary, showing the time spent in the investigations since the accused came into custody and sent to Magistrate that the checking officer may be able to see easily that the detention was necessary or otherwise.

For any unnecessary detention the detaining officer shall be held responsible, but in all cases after 48 hours, an application should be made, with reasons, to District Superintendent of Police (without sending the accused if his detention is necessary) under Section 167, Criminal Procedure Code, to obtain a remand for further enquiry, who may grant it after thorough consideration, or order the *challan* of the case.

Here I give some examples to show the existing defects.

Example I.—A theft took place on 5th August, Police suspected B. who was arrested on 17th. B. promised to restore the stolen property to Police officer which, according to his statement, was buried under a hill at a distance of 100 miles. The Police officer was of opinion that if he did not go immediately the property would be removed. The Sudder Court, where he could have got a remand, was at a distance of 30 miles. Now if the Police officer sent the accused under Section 167, Criminal Procedure Code, to the Magistrate and received order of sanction of the remand two days after, while the accused could not be returned back to the Police, certainly the case would have been spoiled. If he went without remand, he acted against the Procedure, and would have been held responsible for unlawful detention under the rules in force.

Example II.—Suppose three days are allowed under Section 61, Criminal Procedure Code, to detain the accused by Police, it will be also improper as the following will show : —

A pick-pocket has been arrested in a bazar in the act of committing an offence, two witnesses give evidence to support the prosecution. The investigation is complete, and it is the work of one hour only. If now the Police officer detains the accused for three days without reasons, it is not objectionable according to the procedure and law. In my opinion there should be no limit to the time for detention, it should be left to the option

of the Investigating Officer only, the proceeding of the said officer should be thoroughly checked.

Misri Lal, Deputy
Collector, Muzaffar-
nagar.

An accused is arrested when an offence is supposed to have been proved against him. If during the course of an investigation, the Police send for an accused person for enquiry, that time is not included in the period of his custody. If this time were included there would be no possible limit to this period. For in some cases investigations are not finished even after the lapse of two months. To what extent then would the period of custody be extended? The Police are moreover empowered to ask for additional time in case the accused has been arrested, and owing to some special reason they are unable to get the case ready within 24 hours. This is a very general practice, and works capitally. Hence I do not think there is any need for alteration. Some new, inexperienced and ignorant Police officers go about publicly expressing their inability to detect thefts, &c., saying "what can we do? we can keep the accused in custody for 24 hours only and what can we do within this space of time." It is either a sheer mis-apprehension on their part to say so, for, if necessary, they can get additional time to complete the case. They probably desire that, just as formerly, suspected persons should be put in the stocks, kept in that state for unlimited period and beaten with shoes, whips, slaps, and kicks, and unlawful gains made from them. I here disclose the great secret which underlies this matter. The stolen property, or proof, in a case can be obtained by two means only, namely, either by public enquiry, or the confession of the accused. As regards the first means, it is very difficult to obtain proof by public enquiry. Though Government even pays the expenses of witnesses, yet no body likes to voluntarily state what he knows. No body likes to suffer the inconvenience of coming and going, nor does he like to incur the ill-will of another. The Police too, have to exert themselves very hard to obtain evidence in this way, and in the present state of things, they generally possess little ability to discover facts in this way. The Police have, consequently, in general, shrunk in the past, and are shrinking still, from undertaking this sort of enquiry. As regards the confession of the accused, it is an extremely easy job to extort it. By the use of persuasive words, keeping the accused awake continuously for four or five days, both by day and night, beating him with shoes, kicking him and making him constantly sit down and get up, the Police cause him to perforce make confession, whether true or false. If the confession is true, the property stolen is recovered, and true evidence is also forthcoming. If the confession is false, even then the Police hope to secure a conviction. The Police, therefore, desire to abandon the first-mentioned difficult mode, and to adopt the last-mentioned mode, that is, they desire to keep the accused in custody for a longer period and thereby make the practice of extorting confession from the accused more common.

I have been at Muzaffarnagar. There was a Sub-Inspector, son of a *Rais*, who resigned some years ago. He used to keep with him an instrument of European make, used in medical treatment in cases of gout, &c. The patient is made to take hold of this instrument and his hands and other members of the body begin to writhe, and he experiences very severe pain. He used to apply this instrument to any person whom he

wished to accuse in a case. He earned thousands of rupees while he was in the Police Force, and he is still the same gentleman. In short, in my opinion, the period of 24 hours for keeping an accused in custody by the Police is quite sufficient.

I do not think that it is necessary to extend the rule. It is however possible that, on further investigation, the Police may find that there is not sufficient evidence to justify the forwarding of the accused to a Magistrate, or, during the course of investigation, may require the presence of the accused to explain the circumstances appearing in the evidence against him, or to help in recovering property, the production of which may be necessary, or for a like purpose. I would therefore, in order to save the accused being put to unnecessary inconvenience, and to enable the Police to avail themselves of such help as the accused may be able to afford them in elucidating the facts of the case, suggest that the words "and shall at the same time forward the accused to such Magistrate" be expunged from the first para. of Section 167 of the Criminal Procedure Code.

Pandit B. D. Joshi,
Deputy Magistrate,
Shahjahanpur.

In the city of Lucknow, and at Sudder Police stations, I think the period of 24 hours is enough; but not so for Police stations at some distance from Head Quarters.

C. Olliver, Secretary,
Municipal Board, Lucknow.

Suppose a man has been arrested for burglary at a Police station 20 miles from the Magistrate's lock-up, and only a small portion of the stolen property has been recovered, the remainder having been concealed. The burglar holds his tongue till on the point of being marched off to the Magistrate's lock-up at Head Quarters, when he tells the Police officer that if he is taken back to his village he will point out where the rest of the stolen property is concealed. Now the Police officer must either exceed the period of detention allowed, or let his prisoner go to the lock-up and get a remand for him afterwards. But the Police officer knows that once the prisoner reaches the Sudder and sees a Vakil all chance of recovering the remainder of the stolen property is lost. He is therefore driven to the expedient of not showing his prisoner as "arrested," until the very last moment, or until his case is complete. The burglar may have virtually been a prisoner for two or three days, but he is shown as "suspected" or under "surveillance" till the investigation is finished.

On no account should the 24 hours limit under Section 61, Criminal Procedure Code, be extended. Prisoners should not be arrested until strong proof of guilt has been obtained, their absence from the locality does not prevent further evidence being procured; it is the unnecessary detention of accused and witnesses, which opens the door to abuses. No benefit can be obtained by the delay to place defendant before the Magistrate. Magistrates already, perhaps to stave off work, too readily accept explanations for delay and too freely grant remands. If the Headman's Act be introduced, Section 61, Criminal Procedure Code, should similarly apply to landlords. If the chalan is not made to follow report, it is a sign that the landlord has adjusted the difference, or has not found crime.

C. R. Shaw, Kheri.

As long as our courts are open, aggrieved parties will not be slow to complain to Magistrates. If a zamindar has abused his trust; on conviction

severe punishment to cancelment of kabulyat should be resorted to. Let Government but show trust in the admitted chiefs of localities, these will soon find it to their advantage to uphold their position.

QUESTION 11.—*With reference to Section 170 and Section 173, Criminal Procedure Code, as amended by Section 7, Act X. of 1886, and G. O. Judicial Criminal Department No. ⁶⁹⁰VI-~~455-26~~, dated 9th April, 1886, should the District Superintendent of Police be empowered, on receipt of a "chalan," and before submitting the case to a Magistrate—*

- (1) *to discharge witnesses who, in his opinion, are unnecessary;*
- (2) *to apply for a remand, Section 167, Criminal Procedure Code; and*
- (3) *to discharge on bond (Section 169, Criminal Procedure Code), accused persons against whom he considers the proof to be insufficient, or in whose cases further inquiry appears to be necessary?*

F. W. Quarry, Vakil,
Mussoorie.

Answering this question I must first convey the idea of what I conceive is the work done by the legal Remembrancer to Government.

He is a responsible Solicitor General managing all the Government's civil litigation, and some of its criminal work; he sees that no case is put forward or defence entered upon without proper grounds, that the evidence to be used is apparently good, sufficient, and ready to hand, then he consults with, and instructs the counsel who may be retained to conduct the matter in Court, thus insuring ample preliminary examination, intelligent forethought, and collection of all evidence reasonably necessary to a successful issue of the business in hand.

By an extension of the provisions of Section 158 of the Criminal Procedure Code, I would put the District Superintendent of Police, and his immediate assistants in respect to all police cases, in the position of a legal Remembrancer, in political, or very important cases, he should be subordinate to that officer.

I would substitute District Superintendent of Police for Magistrate in Section 170 and 173, Criminal Procedure Code, and eliminate from that Code all the attempts made to get upon the blind side of the latter through Police diaries which are not available as evidence in a general sense. The latter should be the judge, and nothing but an honest one, the existing system is utterly and indefensibly dishonest, we shall never have a loyal population with it, every member of it is affected thereby and feels, though unable to discern what is wrong, or express in words, what is rankling in his soul.

Hargobind Dyal,
Lucknow.

To clause	(1)	I reply in the affirmative.
Do.	(2)	do. negative.
Do.	(3)	do. affirmative.

In replying to the present question I may be permitted to note, for the information of the Committee, that with the exception of three or four solitary instances, in no case that has come up to the Sessions Court within my experience during the last four years as Government Pleader, I have known a District Superintendent or an Assistant Superintendent of Police to have made any sifting examination of the evidence sent up by their subordinates. On examination by the Magistrate as well as by the Sessions Court it often appears that much redundant and irrelevant evidence is sent in, while some of the most valuable is kept back. To render the superior officers of the Department really useful to the public it is most essential that they should be required to check the investigations of their subordinate officers with due care, and to devote a greater portion of their time to this branch of work than they hitherto bestow upon it. Not satisfied with the evidence recorded by the committing officers so as to be convinced of the guilt of the accused persons, I have often made careful study of the Police papers sent with the sessions cases, and noted with regret that beyond formal orders being passed on the Police diaries submitted to the District Superintendents, no instructions or remarks had been entered upon them, although in most cases such instructions or remarks were urgently called for, either to help a dull-headed Investigating Officer in placing him on the right track or to check the wanderings and oppression of another who was either eccentric or too tyrannical. I venture to submit that in my opinion it is laxity in the performance of this branch of their duty by the superior officers that allows the vagaries of the inferior class of Investigating Officers to pass unnoticed, and, in not a few cases, encourages the latter to harass the public with impunity. I need scarcely add that if District Superintendents were sufficiently attentive in the direction indicated above, much of the reproach that attaches to the Police administration would be removed, for whether to make up for the laxity referred to above, or to keep up the prestige of the service, it is a fact well known to all that a policeman guilty of an offence against the public has generally the sympathy of his superiors in the Department, and it needs special resources to bring him to justice.

I am unwilling to empower District Superintendents to apply for remands as I apprehend this power is liable to be exercised with severity against the public. If however better qualified men than at present are entertained as District Superintendents there will be no harm if such power is conferred on them in the case of heinous crimes.

QUESTION 12.—*Is it desirable to set apart any members of the Police Force, whether officers or men, for the special work of detection? If so, under what conditions as to pay, and rewards?*

It is necessary that some officers of the Police who are experienced, trustworthy, impartial, unprejudiced, and are of good descent, be appointed for the special work of detection, in case they work honestly and are successful they should be promoted to a higher grade. Private persons should also be appointed on this work; the selection of these men should be made

Dungar Mal,
Pleader, Meerut.

with care, they should also be men of good caste and impartial, they should be rewarded partly by money and partly by giving good situations to their sons or brothers or nearest of their kin. In this work the Police officer, as well as private individuals, will have to spend some money to trace out the truth of the subject matter of detection. A specified sum of money should be given to them for the purpose, the amount should be fixed on the importance of the duty entrusted to them.

Likewise some persons of bad character or convicted persons should be appointed to give information to the District Superintendent of Police who should give them sufficient remuneration for their maintenance, and, in order to test their veracity, the said officers should be deputed to make the private enquiry, on being thus satisfied any step should be taken in the matter not on their information alone, or else they will become a terror of the Police and the public.

W. Haslett, Dehra
Dun.

Yes. One-third at least of the Police Force should be detectives. The mode of selecting the men should be that, as they shew detective abilities, to transfer them to the detective branch on better rates of pay, if this could be afforded; and when there is a falling-off in detection retransfer them to the ordinary branch of the service on reduced pay, and thus make room for others, who have manifested detective abilities. Rewards should be freely bestowed whenever specially good service is rendered. The Police Force should be sub-divided into three branches, *viz.*, ordinary, for chalaning duties from one police station to another; *quasi-military*, for guards and escorts over prisoners and treasure; and detective, which is the most important, and should ever be carefully fostered and looked after.

I would suggest a perusal of the correspondence regarding a scheme for a detective Police for India prepared by Colonel Ewart, Deputy Inspector-General, Punjab Police, obtainable from the Inspector-General Police, Punjab. I believe the scheme was not adopted as it was considered expensive, but the scheme, with modifications regarding rates of pay, &c., might be adopted. Considering that India is now intersected by a net-work of railways, and the most distant parts easily and speedily accessible by organised bands of criminals, we should have a detective body of Police capable of coping with serious crime. It is perhaps better to have an efficient though expensive body of Police, than a useless though inexpensive one, unequal to the wants of the times. Before railways were known in India, organized bands of robbers usually travelled on riding camels known to go 50 miles or more a day, but now we have the iron horse, which can take them hundreds of miles. There can scarcely be any doubt that the heavy cases of house-breaking with theft of precious stones, money, and valuables, in our large cities in India, are committed by organized gangs of robbers, and I feel confident that we must of necessity before long, have a detective body of Police all over India, and working in unison to break up these organized bands.

F. W. Quarry,
Vakil, Mussoorie.

Men who have received certificates from the District Superintendents qualifying them as Investigating Officers (see my answer to question 8) would also make suitable detectives, and until things develope further I would not recommend any general action for provision of detectives, at the same time some few men of the Inspector and Head Constable classes, who

show special liking for this sort of work, ought to be encouraged, the faculties called into play are uncommon. Such men should be provided with ample funds, as they would generally be called on for expenses quite outside the usual routine outlay. I have heard of efforts in detection being crippled on pecuniary grounds and of others in which the outlay was obtained by rank tyranny, either circumstances should be prevented.

If detectives should be provided such men ought to be put outside the remainder of the Force, and specially attached to the District Superintendents, as the eyes of those officers, to keep him acquainted with the under currents in the Police Force itself as well as those influencing the public, their value might in this way be considerable, but they would not be required for routine investigations and they should not be used as witnesses, in fact their value would much depend upon ignorance of their duties and even identities in all minds except those of their superior officers.

It is most necessary to appoint Detective Police in each district. The following course may be adopted to detect the cases.

Mai Dial Singh,
Court Inspector,
Shaharanpur.

The visiting Inspector should be held responsible for their circles.

A part of their duty should be to gather information about cases at the time of their inspections of stations and to go into the villages where offences occurred, to enquire privately about the nature of the crimes from the villagers and to see if their nature has not been changed or the facts altered, or the offence concealed; also to know about the cattle-lifters, &c.

If they find something wrong they must report confidentially to District Superintendent of Police who will take necessary steps. From my personal experience I can say that by adopting this course several crimes will be easily detected, and the abused system of concealment, &c., will be stopped.

Also there should be some Detective Police at each police station, one of them should be made a Moharrir whose duty will be to note down all private confidential news of the day. The town may be divided into beats of the detective constables, whose duty will be to walk the whole day without uniform in their beats and to collect information of all kinds concerning the commission of crimes, and to watch over the bad characters and time-expired convicts secretly and carefully, and to give information to the Moharrir, who will send his diary to the officer in charge of the station.

The Jemadars and chaukidars should be put under the immediate charge of Detective Police. They should keep themselves acquainted with the news of the day collected by detective constables, and try to prevent the commission of offences suspected by them. Their duty will be only to watch and guard at night, they should not be engaged in other work as at present, and they also may be deputed to detect important cases in the district in disguised shape.

The chaukidars may be supplied with Jail Warder's watch to check their patrolling, as they are often found dosing at the post of duty.

I think it will not be out of place to say here something about the thieves, and the benefit rising from the Detective Police. The thieves are of two kinds, one who commit offences at the information of other persons called "bhidwa," the others who walk at random in search of plunder and commit offences where they can lay their hands on their victims, called "hindwa."

By the above arrangements it is hoped there would be a great reduction in the commission of offences, and an improvement in the arrest of the offenders.

The detective constables will prove most useful in catching the "bhidwas," and chaukidars in their turn will try to arrest the "hindwa" thieves.

The Detective Police and chaukidars may be rewarded for each important arrest and detection.

Misri Lal, Muzaffar-nagar.

First of all I would bring to notice that there is a drawback in the Police which is not separable from them by any means. Every Police officer deputed for enquiry wishes that he himself should be able to find the clue to the case. He, at the same time desires, that if he fails in his endeavours no other policeman may, by any means, succeed. In other words he does not like another to acquire a name in competition with him; nay, he even exerts himself to bring another into disrepute. In order to keep up his reputation he even goes the length of causing crimes to be perpetrated in another's jurisdiction. It is very rare that one hears him speak well of any body else's doings but his own. I therefore, in the first place, represent that to appoint two separate classes of Police, one for secret investigation, and the other for open investigation, will be to set one class against the other. Everyone when deputed for investigation will try his best that either he himself should find clue to the case, or nobody else should ever succeed in doing so. I am, therefore, of opinion, that any policeman that may be appointed as Detective Police should not be kept out of the control and supervision of the station officer. Hence, I think that those constables who may be designated as Detective Police should be posted at each station as other constables are. A list of such (*i. e.*, detective) constables in all the districts of the N.-W. P. and Oudh should be kept in the office of the Deputy Inspector-General of Police, and whenever there is a deficiency of them in any district, such of them as are considered fit for work in that district should be appointed by that officer's order. It should be the duty of the District Superintendents of Police to say that such and such constables are detectives and qualified for the work of secret investigation, and a list of such constables should always be sent to the office of the Deputy Inspector-General where their names should be recorded. The Deputy Inspector-General's register should show the constables who are qualified to do the work of Detective Police in districts other than their own, and they can be appointed accordingly when necessary. I do not think the Detective Police should be kept separate from the District Police. If an illiterate constable does some good detective work, he should not be promoted to a higher post, but he should, of course, be rewarded repeatedly, and thereby kept contented. If illiterate men are promoted educated men

will begin to sever their connection with the Police, and the efficiency of the Police will be impaired. The literate men should be required for good services with increments to pay, and the illiterate with rewards. Only the names of those officers or constables who may be found to be detectives should be entered in the register of the Deputy Inspector-General, and whenever their services may be required, they should be employed in that capacity.

If a separate force of detectives were created, it would prove injurious to the public in various ways. The work which an illiterate constable will perform in the way of secret investigation, provided that he be diligent, painstaking, and acquainted with the art of detection, cannot be expected from an ease-loving and showy man.

The Detective Police is a spy on the free actions of the community. The object of the Police Committee, I think, is to recommend measures calculated to diminish the Police oppression as far as may be. The creation therefore of a separate Detective Police is likely to increase the chances of Police oppression rather than to decrease it. Unless the community is a little further advanced in civilization and enlightenment, and the Police Department is recruited from highly educated and respectable classes, I do not think it is necessary at present to create a separate Detective Police Department.

Bhola Nath Rai,
Ghazipur.

With the Police Force, constituted as at present, I do not think it is desirable to set apart any members for the special work of detection. It would be sufficient in my opinion if District Superintendents were instructed to keep a list of Investigating Officers of five years standing or more who have distinguished themselves most in carrying on successful and honest investigations, and this list may be transmitted to the office of the Inspector-General with a view to the names of such distinguished officers being entered in a special register, and their services being called into requisition in cases of difficulty and emergency. Such officers may be granted an extra personal allowance in addition to their grade pay.

Hargobind Dyal,
Lucknow.

QUESTION 13.—*Have you any suggestion to offer with regard to the present system of rewards to the Police or the public (vide paragraphs 27 to 32, pages 93 to 97, Police Manual)?*

The present system of granting rewards to the Police reminds me of a Hindustani saying, "the blind man distributing sweetmeats gives them again and again to his own relations." The Police never like that any but the Police should earn name or obtain a reward. If any village outsider renders any service, they conceal his name and put forward their own. I am of opinion that the Police generally appropriate those rewards which ought to be received by outsiders. They also decline to give rewards to outsiders. It is only three months since I was Deputy Collector in the Jalaun district in the town of Kunch, a certain burglar, who had been convicted several times before, seeing the patrol came out of the house and took to his heels, and after wounding a chaukidar escaped entirely from their grasp. An outsider who was a poor man and considered a rupee to be something more than even

Misri Lal, Deputy
Collector, Muzaf-
farnagar.

a gold mohar, in spite of the darkness of the night, and braving the assault of the burglar, caught the latter while he was fleeing away, and though he had to struggle hard he did not let him go. In this case the accused was sentenced to two years' rigorous imprisonment by the Court. At my interview with the District Superintendent of Police, I said to him that the wounded chaukidar and the third man who had, without the help of any policeman, and by his own bravery caught the accused, deserved reward. The District Superintendent drily replied: "Yes, Sir, we shall give reward to the chaukidar; but there is neither a rule nor order nor is there so much that money reward may be given to another." Thus you see the Police suppress the name of outsiders and their officers act in the same way, how then can outsiders have any inducement to render any distinguished service. I am of opinion that outsiders through whose instrumentality stolen property and the offender may be recovered and arrested should receive rewards without the intervention of the Police. In any case in which a reward is given the opinion of the trying officer should invariably be taken. The trying officer in addition to deciding about the points he has dealt with in his judgment should also be empowered to satisfy himself who is deserving of reward. The amount of reward should in general be determined by the District Superintendent of Police, but he should obtain beforehand the written opinion of the trying Magistrate, and then, provided that he concurs in the same, he should report the matter to the District Magistrate. When a reward is to be given to an outsider it should be handed over to him by the District Superintendent of Police in the presence of the people of that village of which he may be a resident, giving an account of the service for which he is being rewarded. Similarly rewards should be handed over to a policeman in the presence of a general gathering of the Police. I further beg to point out that to give rewards to the policemen too often and in petty matters produces much harm. I have been a Deputy Collector in Muzaffarnagar for about 2½ months; during this interval the offenders in all the cases of theft that have been *chalaned* to my Court have been arrested either by chaukidars or constables. I do not remember any case sent up to me in which a chaukidar or constable did not appear to give evidence to the effect that a cry being raised he immediately betook himself to the spot and captured the offender at the very spot or while he was running away. How am I to believe that the chaukidar or constable was so very near at hand that, while the neighbours or those present at the spot could not arrest the offender, he was able to arrest him and could reach the spot at once? Such things can seldom occur, but as a general rule a chaukidar or constable cannot at once arrive. I believe the evidence of a chaukidar or constable having arrested the offender accompanies all the cases sent up by the Police. This falsehood is practised simply with the object that the Police may have the credit of having arrested the offender, and that if fortune favors, they may obtain a reward. I am therefore of opinion that in determining the grant of a reward there should be an unanimity of opinion among the trying officer, District Superintendent of Police, and District Magistrate, the latter having the casting vote in the matter. In the District of Lalitpur a clue to a certain *dakaiti* case was found in this way. At the time of my inspecting the place where *dakaiti* was committed, I saw a chaukidar wearing several good conduct stripes on the arm. The whole Police praised his achievements very much. Seeing so many stripes on his arm

I enquired from him and learnt that he was a chaukidar of that very village through which the property plundered had passed and that he was a kanjar by caste, whose profession is thieving. I also briefly enquired from about, the cases in which he had obtained rewards and good conduct stripes, and was told that the cases which he had tracked out were generally those cases in which he had caused mostly the properties stolen by robbers to be recovered by searching the houses of the homeless ones, such as kanjars, &c. I also learnt that at the time of the occurrence of the cases the property in which he had caused to be recovered, the said kanjars were staying close by the scene of the crimes, reflecting that when the said vagrant tribes were encamping near the scene of the occurrences they could never commit the crime in their neighbourhood nor would they keep stolen property in their tents, I at once suspected the said chaukidar himself to be the chief offender in the former cases of theft as well as in the present dakaiti case. Inquiries were instituted on this basis and it was proved that the chaukidar himself had caused the previous crimes and the present one to be committed, and he was convicted accordingly and sent to jail.

It would thus be seen that too frequent rewards lead to the perpetration of various wrongful deeds.

The present system of rewards to the Police or the public requires no great amendment, but I think that if the Inspectors of circles be authorised to give some rewards to the public, when necessary, with the sanction of the District Superintendent of Police, it will be very easy to find out the criminal and to trace the stolen property. It is considered that the wicked men and habitual offenders, and often the inhabitants of the village, also, bear an ill-will against the informers who are publicly paid rewards, and the life and property of such informers is endangered. In 1887 there occurred a very sad event in the jurisdiction of the Ghanti thana which is this, that a man was murdered for the simple reason that he used to give information to the Police as to the occurrences of crimes, stolen property, and criminals. It is necessary that privacy should be used in giving rewards to the public as far as possible, and the system of giving rewards should be the same which I have mentioned above.

Sheikh Moha m a d,
Inspector, Gorakh-
pur.

People who give information, or help for the arrest of the accused, and if the Police officers recommend their services, or District Officers think them to be deserving should get reward on a more liberal scale than at present. The Police should get rewards only under special circumstances, but they should have prospects of getting promotion. If a constable has boldly caught an accused or recovered stolen property, and has given any information which has been of assistance in a case, he should be awarded with a badge (billa) of good conduct instead of receiving four or five rupees as a reward. This badge should carry with it a monthly increase of annas 4 or 8. In a work of less importance than this a certificate should be given. When he has been able to get four certificates of good conduct he should be entitled to get a badge (billa). When he has secured four such badges his salary should be increased to Rs. 12. Although he is an illiterate man yet he has gained his object. Having such expectations in view policemen

M. Per m a n a n d,
Lucknow.

will try to work well, similarly the Police officers will work satisfactorily. The system of giving rewards should not at all be put a stop to because it sometimes so happens that the officers in some instances incur more than an ordinary amount of expense. But the constables who sometimes give false evidence in Courts of justice in hopes of meeting with success should be restrained from doing so and should be punished.

QUESTION 14.—*Can you instance any cases of Police malpractices which have come under your own immediate observation?*

Dungar Mal,
Meerut.

A bullock is seized out of the possession of A. He is taken in custody. After some terms are settled, he is asked to name B. as the seller. Then B. is arrested, then the matter goes to five or six persons, then a convicted Goojur is named as seller of the bullock, cow, or buffalo. He is sent up for trial. The actual thief becomes a witness to the case. The poor man denies all knowledge but to no effect, as he cannot assign any reason why his name has been taken.

Another malpractice is this, that Police officers when they search the house of any person they take other property not identified by the complainant on the pretence that it is suspicious stolen property, the property is kept in the thana. After getting some remuneration it is returned to the proprietor, if the complainant does not pay anything the property is changed for the purpose of implicating him.

Another malpractice is that the Police officers often, against whom they have a grudge or at the instigation of some rich man who wants to implicate his enemy, issue a subpoena for the attendance of such person, knowing full well that the man does not know anything of the case, with the instruction to the chaukidar or the constable to have a row with the such person, this takes place, then the thanadar goes to the village to investigate the case and arrests all such persons who are the relatives and friends of the accused, they are handcuffed and disgraced through the village, and then sent up for trial with a torn subpoena and a coat, the innocent persons are thus sometimes convicted.

Since the provisions made in the Code of Criminal Procedure under Section 162, that every person examined by the Police shall give true answers, it has been seen that some of the Police officers enter the name of a person who is not acquainted with the facts of the case at the instigation of some of the enemy of such person, and when he comes to Court and denies the statement he is prosecuted for perjury.

F. W. Quarry, Vakil,
Mussoorie.

Section 160 is a protection to people collected for a Police enquiry if it were generally acted upon. No one need attend without a written order which is rarely issued, nor having attended, is legally required to remain more than a reasonable time, say an hour, which would not inconvenience any one very much; but has any Magistrate enforced reasonable obedience to the letter or spirit of this law, I think not, a prime element in a good Police is a magistracy doing its duty without favor. Shall we ever see that?

My answer to this question will be in corroboration of my answer to question 10, in which I have stated that the Police track out a case in two ways, (1) either by public enquiry, or (2) by extorting confession from the accused. In order to establish the second point, I will first of all relate my personal experiences. I began service as a policeman of the lowest class, and worked my way up to become a 1st grade Inspector. I was posted in various districts, and was also sometimes deputed, for enquiries in especial cases in other provinces also, such as Bombay. I proceed to answer this question. I speak with full belief that the Police do not generally institute a public enquiry. They on the other hand, suspect some body, by the force of their imagination, and bringing their pressure to bear upon the suspected fellow, carry on the case. In 1880, I was the city Inspector of (Police) Bareilly. One day, which was the Janamashtmi day, a fasting day for the Hindus, a certain person came to the kotwali and reported that his wife had first killed her own three minor children, and then put an end to her own existence by hanging herself. At this time some of my subordinate Police officers were present. After hearing the strange account, it certainly came into my mind that the man himself might have come after murdering all the persons mentioned by him. I, on conversing with him, also learnt that he had two wives. This enhanced my suspicion. The scene of the occurrence lay at a distance of only two or three kos from the city of Bareilly. I sent out some of my subordinates to the spot, telling them to proceed to the spot and commence enquiries, and that I would also follow them. Those men, conforming to the prevalent practice, pressed the person who had reported the occurrence to tell them all about the case, and from the kotwali to the mauza, they kept on dinning into his ears, "speak the true facts, sirah ! or you will get into much trouble, and be hanged." And they also continually tried to induce him to confess to having committed the murders. Having arrived at the spot, they collected the neighbours, most of whom belonged to the fair sex ; and told the same thing to them. If the accused and his neighbours persisted that the deceased woman had herself killed her own children and then hanged herself, the policemen became very angry with them, and abused them in the most obscene language. In the meantime, I also arrived at the spot. The enquiries continued throughout the night ; and at last some women, who were related to the husband of the deceased woman, began to say "yes, the husband of the deceased woman had killed his children and wife." When the husband said that misfortune had overtaken him inasmuch as his very relatives had begun to give evidence against him, he too confessed to having committed the crime. On inspecting the spot, I felt doubtful whether the deceased woman, irritated at her husband taking a second wife, had not really killed with a *gandasa* (chopper) her three minor children, born from her own womb, and then hanged herself. I also now and then thought that the husband of the deceased woman might have committed the murder. Again when I considered the statements of the witnesses and the confession of the accused, I thought that the evidence for the murder was complete, and the accused having confessed, nothing further was wanting to complete the case. But when I called to mind the manner in which the subordinate

Misri Lal, Deputy
Collector, Muzaf-
farnagar.

Police had treated them, I thought it was possible that they might have made the statements through fear. When I asked my subordinates what they thought of the matter, they, with a cheerful countenance and in a most assuring tone said to me, "Sir, the accused confesses to his guilt, and the witnesses testify to it, it is very strange that you should be doubtful in this case, you may now, without any hesitation, begin to write out the special diary." Till noon on the day following I continued in the same state of suspense and uncertainty, and set to write out the special diary in the afternoon. When I saw, taking down the statements of the neighbours in the diary, they now looked on the ground and now towards me; they now stopped in the middle of their statement and now went on, I was not quite satisfied. The same was the case with the confessing accused. I wrote down the statements of all the persons in the diary; but when I had finished writing, I became quite certain that it was through the fear and pressure of the Police that all these persons had made their statements. Having left the record incomplete, I, in order to clear up my doubt, began to walk up and down the road which ran close by the mauza. All the persons concerned as well as the accused were of a low caste, such as malis, muraus, &c. At this time while I was pacing up and down the road I saw Munshi Narotan Singh Rais, who was a Municipal Commissioner for the town of Bareilly, at that time passing on that road in a buggy. He was going towards the town, so I mounted his carriage and came to the town with him. Munshi Narotan Singh Rais was a well-known honest man and a very able and distinguished gentleman. I spoke to him on the way regarding this case. The village in which the event had occurred belonged to Lala Lachhmi Narayan, late Treasurer, Bareilly. On my mentioning the occurrence, Munshi Narotan Singh said: "To-day Lala Lachhmi Narayan has been telling me that the deceased woman herself killed her own children, and then put an end to her own existence by hanging." I doubt in my mind this statement also, thinking that Lala Lachhmi Narayan might have said so with a view to screening his tenant. I stayed in the kotwali at night, and continued to brood over the case. I kept awake the whole night. At about four in the morning, I again went to the spot. This time I removed all my Police subordinates from me, and then went into a garden, about half a mile from the village, and sat down there alone.

I summoned the persons acquainted with the matter, while there was no Police, not even a chaukidar present there, I made each of these persons sit down separately at a distance from one another, and began to make enquiries from them with a most cheerful countenance. The Police had impressed on the minds of these persons that if they said anything other than they had already stated, they would all be punished for perjury. I enquired from each and every one of them in such a manner that no body heard the statement of another. All of them seemed to be impressed with the same fear. But when they were convinced that I really wanted to find out the true facts they most fearlessly said that the true fact was that the deceased woman, enraged at the coming of another woman, had killed her own children and then hanged herself, and that they had however no objection to say whatever I might ask them to do. As I cross-examined them and they answered my questions most truthfully, I was at once convinced that

the truth of the matter was this, while what they had stated before was extorted from them by fear.

Early in 1880 I was transferred to Bareilly in place of Lala Nanak Chand, City Inspector of Police. At that time crimes were so frequently perpetrated there, that as soon as night came on, thieves entered the houses of such persons as happened to be sitting outside their doors, either by climbing the wall or by some other passage, and then compelling the female inmates to keep silent by threats and fear of sword, carried off all the properties they could lay their hands on. Hundreds of cases of this sort occurred in the bazar of Barielly, that though the shops remained locked as they were, articles worth hundreds of rupees were stolen. When I arrived at Bareilly and took over charge of the City Inspector of Police, Mr. Reid drew my special attention to remedying this state of affairs. A summary enquiry showed that the Police themselves caused crimes to be committed, and that they also themselves committed them. In the time of the Inspector, Muhshi Nanak Chand, stolen properties were in some cases thrown in bundles into the houses of people and were afterwards recovered therefrom. The subordinate Police thus deceived the Munshi and the real offenders were thereby emboldened to commit crimes on an increased scale. I remember that the Bareilly Police of that time taking me to be a thin, lean, and short-statured man, were much delighted in their hearts, thinking that now they would be able to commit with impunity any misdeeds they had not attempted yet. In order to remove this idea from their minds, I one day, on the parade-ground told them that though *java mirch* is very small it is a hundred times hotter than the big chillies. They did not, however, take any heed of this. About a week after my appointment a traveller, staying in the sarai, came to me crying at about midnight, and told me that a purse of his containing about Rs. 600 had been stolen away from the house of a *bhatyara* in which he was staying. On questioning him I learnt that the literate constable who used to take down the names of travellers staying in the sarai was present at the place where the money was deposited but had disappeared suddenly. On further investigation I was quite convinced that this literate constable was the criminal. I enquired about his habits and character and learned that he was a perfect scoundrel. If I were to detail the measures I adopted to recover the money from him, it would fill several pages. At last he enabled me to recover the 600 rupees purse from the hedge of the dispensary which lies close by the sarai in question. I then took him before Mr. Reid and had him punished with four months' rigorous imprisonment for his offence. As regards the crimes committed in the bazar of the city while the shops remained locked as they were, in the very first week of my appointment, I formed my opinion that it was the chaukidars posted in the city that committed crimes. For in the first place when the shop-keepers complained to them that thefts were committed they gave the lie to them saying that their shops had remained locked, and how could any theft have been committed there; secondly, if the shop-keeper went to the thana the Inspector, who was duped by the Police, would not listen to them. I searched unawares, the houses of certain chaukidars in whose beats crimes were very frequent, and from the houses of ten or twelve chaukidars, were recovered properties of several cases in which they had

committed theft in this way; namely, they opened the locks of the shops, took out property, and then put on the locks again. The *chaukidars* concerned were punished with about four years rigorous imprisonment each.

In 1888, in the District of Lalitpur, I have seen the Police with my own eyes, adopt this proceeding. When they did not wish to record a crime they wrote down the first report in a most complicated way, and then added afterwards that the truth of the case was not manifest, and hence it was not brought on the register, and that its real nature would be determined on the spot. On going to the spot if they found any clue to the stolen property, and the offender to be forthcoming, they entered the case in the said register, otherwise they wrote down in the diary that the case was not worth entering. Hundreds of cases were thus summarily disposed off. And by the adoption of this course of proceedings, only such cases were entered in which the property and the offender were seized. I remember that in the abovementioned district of Lalitpur a report of this kind was recorded in the diary that such and such a man was sleeping with his *dhoti* five yards long, placed underneath his head, and that a she-buffalo passed by him at the time and swallowed down the *dhoti*. From the wording of the report I made out that some sharp thief had removed the *dhoti* from beneath the head of the sleeping man and made off, and that the Police had in this way shelved the case, so that they may not have to enter it in the register of crimes. On the report in question I had given this order :—"Probably that *dhoti* will be recovered from the dung of the she-buffalo ; search for it." The District Superintendent of Police, however took no objection to such proceedings on the part of the Police, and rather bore me a grudge on account of taking such inquisitorial objections. In the same district, the facts of a case were these :—A *sahukar* (money-lender or banker) who was a man of position, and paid tax to Government, went to the house of an oil man to ask him for money he had lent him. Some verbal quarrel occurred between them but no complaint was made by either party. In that district there is a rule requiring the station officers to be going about in the villages. The station officers of the village in which the abovementioned *sahukar* lived in the course of his rounds, received information of the matter, and demanded a somewhat considerable sum of money from the *sahukar*. The *sahukar* did not gratify the station officer's demand. On this the station officer took down the statement of the said oilman and arrested the *sahukar* on the charge of unlawful trespass in his house, and though the *sahukar* could give a bail of even a thousand rupees, and the offence too was a bailable one, he *chalaned* him under custody, having put handcuffs on him.

A theft of considerable amount of property was committed in the house of Lala Lalta Prasad, a Rais in the Bareilly District. The Police pressed him to state the amount of the stolen property to be small. He declined to do so, and the Police, therefore, scandalized him saying, "no theft has been committed in this Rais' house, his wife is criminally intimate with his *kahar*, and has given the property to him." I have come across thousands of such cases at the occurrence of which, the Police in the first instance, endeavour that no report should be made or that the value

of the stolen property should be put down at a very small figure. In case the people concerned do not mind what the Police say, they get into great trouble, their case is not entered in the register of crimes, and they are also charged under Section 182, Indian Penal Code. It is quite an ordinary thing with the Police to represent any body to be untruthful. In the district of Muttra a theft was committed in my own house. I informed the Police of the same, and the troubles in which I got myself involved by so doing, and the manner in which I got out of the scrape are a long story. In the district of Dehra Dun, Rs. 700 of a certain subadar, a pensioner, were stolen at Kalapani, and were recorded in the Police diary as Rs. 7 only. It so happened that the whole of the amount was recovered, and the case was tried by Mr. Hall. When the property was recovered, the Police by fawning and cringing prevailed upon the subadar to state that he himself had given out the amount to be Rs. 7 and not a larger sum so as not to bring himself into discredit.

In the jurisdiction of the police station Bela, district Etawah, a carriage was plundered by thieves. The Police instead of writing *lutgaya* (*i.e.*, was plundered) wrote down *ulatgaya*, (*i.e.*, was upset) and thus put aside the case. In the long run, when the true facts of the case were discovered, the Police were punished. I have seen in many cases that the Police shelve cases under Sections 392—robbery—and 379 theft, by including them in those not calling for their interference. I have, therefore, made it a general rule always to hear the report of the cases returned as not calling for Police interference. I have often seen that when a corpse is found on a road, or in a well, jungle, &c., the Police make a record to the effect that the deceased died of hunger or of any disease. If a woman is missing, they record that she has eloped with some paramour of hers. A large number of prostitutes disappeared in the Etawah District. These I afterwards discovered had been made away with by a band of *thugs* who had been committing these crimes in the Etawah District for a considerable time. This shows how much the Police shirk their duty. As regards the inquest award which is prepared in cases of sudden death, the arbitrators look upon this document as an ordinary paper. They sign it as they are required to do by the Police and are then warned that if any statement is hereafter made contrary to the contents of that award both they and the Police will get into trouble. If anything is afterwards discovered the arbitrators deny its truth for fear of being implicated. I remember a murder case in Bhogipur, Etawah District, was brought before a Magistrate for trial. The accused had murdered the owner of a house, and then set fire to the thatch house, so that the corpse was slightly burnt. The Police wrote the occurrence down as one of death by fire. The result was that ultimately the Police concerned and the arbitrators who had signed the award were punished for having sent up a false report. I remember that in 1878 or 1879 when I was an Inspector in the Etawah District, an Inspector in the Mainpuri District caused certain crimes of highway robbery and burglary to be committed in the Etawah District, in order to be able to show his efficiency in the detection of crime. The cause that induced the Inspector to do this was that while he was engaged in investigating a *dakaiti* case in the Mainpuri District several notorious *badmashes* were present. One man named Manohra Ahir, who had been convicted ten or twelve times

before, said to the Inspector, " Tell me what are those cases in which you can get promotion, and I will get you such cases, provided that no injury is done to me thereby." The upshot of this was that the said Manohra, taking some of his *badmash* associates with him into the Etawah District, committed several grave offences there in the same week. Among other crimes he robbed a mail runner. He then reported to the said Inspector that he had made good his promise. The Inspector made him a promise of pardon, and it was agreed upon that he (Manohra) should confess to the offences. He accordingly made the confession, and named those persons to have been his accomplices in the recent crimes, who had given evidence against him in the previous cases in which he had been punished. Stolen properties were thrown in small bundles into the houses of these men and were afterwards caused to be recovered therefrom. When the information came to the effect that the properties stolen in certain cases of robberies, &c., that had occurred in the Etawah District had been recovered in the Mainpuri District, I was deputed to go there. I, with great difficulty, for I remember that I travelled 54 miles that day on horse back, apprehended the real offenders who had been the accomplices of Manohra in his crimes. And these men together with Manohra were punished, otherwise it was quite certain that the innocent persons whose names Manohra had given would have been punished, and Manohra himself would have escaped under the promise of pardon made to him. My object in relating this is to show that when the Police save any offender from punishment by promising him a pardon, that means that all those persons whom he mentions to have been his accomplices will get punished, and that those cases in which they largely resort to the section of tender of pardon are generally false. I have often noticed that whenever the Police send up Statement B. regarding any accused person, on the ground of want of evidence, but record a good deal against him, it usually means bribery. They spoil such cases so badly that they cannot be brought round. They record complaints against the accused in order that the Court may have no ground to suspect them, or in case the accused complain of their having extorted bribes from him they may urge in their defence that as they had complained against him, he has now made this charge. In some cognizable cases the Police having taken bribes fulfil their promise for the release of the accused in this way. They change the cognizable offence into a non-cognizable, compoundable one and send up the report. If the Court take up this case of non-cognizable offence, the Police bring their pressure to bear upon the complainant, and cause a deed of compromise to be filed. A similar case is now under trial in my Court. The facts of the case are these :— A number of about 40 men of the Jat tribe, residents of mauza Pipalhera, vexed at the fact that about 80 cattle of theirs were put in the pound at Khatauli by the residents of mauza Kasimpur, on the same day proceeded to mauza Kasimpur and wounded all those whom they found at the chaupal, some six or seven persons were wounded. The doctor too reported that they had received hurts on their persons. When the first report was made the Police at Khatauli entered the case in the Register under Section 147, Indian Penal Code, as a rioting case being both cognizable and non-bailable. Subsequently having received illegal gratification they reported that the case seemed to be a bailable one under Section 323, Indian Penal Code, and released the accused. They then brought pressure to bear on the com-

plainants and had a deed of compromise filed. But with the help of my experience I at once comprehended the true nature of these illegal proceedings. I made enquiries into the case as one of rioting under Section 147, Indian Penal Code, and the offence has been established against the accused. I have come across some policemen who, when they *chalan* fictitious accused persons, ask the latter to give them so much money, telling them that though they are going to *chalan* them to Court yet they are writing down such a report that they will be acquitted by the Court. Their real object in practising deceit upon the accused persons in this way is that the latter may not say anything against them before the Court, and labouring under the impression that the thanadar is in their favor, may make no endeavours for their acquittal, and thus get punished in the end.

I have often seen the Police act in this way. When they are going to *chalan* any accused they read the section of the Indian Penal Code to him and say : " This section provides for such a term of rigorous imprisonment, now tell me if you are acquitted altogether what will you give me ? And also what will you give me if you are punished with a shorter term ; we shall, of course, send you up, so that no suspicion may fall upon us." They thus make him deposit some money in both cases, and if by chance he is acquitted they allege it to be the result of their report, and take advantage of it accordingly

The majority of cases relating to the theft of cattle and property are concoctions of the Police. I give a few instances :— Jhandu Lal, Agra.

1. A Brahmin was on his way to the Ganges to throw the bones of a dead person in it according to the custom prevalent among the Hindus. In the evening he slept in an inn in mauza Malpura according to the directions of a *chaukidar*. Early in the morning before four o'clock the *chaukidar* awaked him and bade him depart. When the poor fellow had walked a few paces off the bazaar, the *chaukidar* with the aid of some of his companions got the man to hold the rope of a buffalo. He was then *chalaned* for cattle-theft. At the trial he was acquitted and the *chaukidar* convicted.

2. At the police station of Kagaraul, two Kanjris (female beggars), were begging alms from door to door. One of the policemen called and bade them sit in the thana. After this the policeman sent for a *lota* and some clothes from a neighbour and having given them to the women *chalaned* them for committing theft. The two poor women after suffering the hardships (of custody, &c.) were acquitted. The policeman was not punished at all.

3. The house of Makhan Kadhera (cotton dresser) who was previously convicted of some offence was searched by the Police at night. During the course of the search a policeman dropped a silver chain in his house. The poor man was *chalaned* for keeping stolen property. He was acquitted by the Court, but the Police got scot free. A musket was thrown into the house of a Jat in Nagla Hiranman at night. In the morning the

Police recovered the musket from his house. The matter was disposed off by the Police.

4. A policeman was on his way from Fatehpur to Kagaraul. He saw a shepherd in the way taking a dog with him. The policeman asked the shepherd for the dog, and on his refusal asked the shepherd to accompany him to the Kagaraul police station, as he suspected the dog to be stolen property. On the way a bullock of a chamar of the village was grazing. The policeman got hold of it and handed over its rope to the poor man to take it to the thana. The man brought the bullock to the station. The chamar to whom the bullock belonged was also taken to the thana and was forced by the Police to make a report. At last the poor shepherd who had committed no offence was sentenced to six months' imprisonment.

5. A Brahmin came to our village as a guest to a *bairagi* (wandering beggar). He went to see a dancing party. On his return he slept in a shop in the bazaar. The Police tied a bullock belonging to a butcher to his charpai and *chalaned* him in the morning. He was acquitted.

6. A constable brought some forty or fifty cattle to the thana under the pretence of sending them to the cattle-pound. Afterwards the owners of the cattle came and on payment of Rs. 5 to the constable got the cattle back. No mention of this appears to have been made in the diary.

7. The chaukidar of mauza Bhojpur reported to the thana that a Brahmin had assaulted his wife to such an extent that she died. The chaukidar had an ill-feeling with the Brahmin. On a *post mortem* examination of the dead body it was found that the woman had died of fever. The chaukidar got scot free.

Ajudhia Pars h a d ,
Shabjahanpur.

Before entering to answer this question I think it would not be out of place to mention how the Police carry on their malpractices and how they are assisted and by whom. सत्यमेव जयते

There are brokers in almost every big village who are the first persons to meet the Police officer, or the Police officer goes to them, and these persons give information about every person who by some way or other can be made to pay. There is not a single instance in which something is not paid to the Police officer. There are some Police officers who do not take small sums, and there are also a few who do not take anything. All the cases of theft and burglary are not reported in the police station. Burglaries are mostly reported as *naqab khali*. The reason is that the poor people are very much afraid of getting Police to come to enquire into their case, because it will bring an additional loss to the unfortunate man of feeding the Police and their retainers. It has become a custom for the complainant to feed the Police and which he must do, so to avoid this trouble he seeks his remedy in reporting *naqab khali*. This evil must be stopped. If I was to quote all the cases that have come to my knowledge there would be no room in this paper. I will only relate a few which touched me very badly.

1. Some thirteen months ago a kuchcha wall belonging to a *garraria* in this very village fell owing to the excess of rain by which a woman in

the house of another *garraria* was killed. The case was reported in the police station and a Jamadar came to enquire into the case. The woman was a widow and was living with her two brothers who were serving as *harwahas* on Rs. 2 a month each, and the family consisted of five persons. The broker asked the brothers of the deceased to supply the eatables for the Jamadar and his party. They replied they had nothing in their pockets and were even unable to provide a piece of cloth to cover her body. Then the person whose wall had fallen was made to supply ghee, &c., &c. At first he also refused to give, but he was thrashed till he supplied all what was wanted. Again this unfortunate man was made to pay Rs. 2 to the Jamadar and Re. 1 and a blanket to the broker. I will leave this case here and begin another.

2. Some sixteen days ago at this very place a burglary took place in another *garraria's* house. The Police Jamadar came, took a rupee from the person whose house was broken, and some Rs. 2 worth of property was lost, and a widow who had planted maize in her courtyard from which the wall was broken was made to pay Rs. 2, while an oilman, a mere labourer, was forced to pay a rupee. Thus ended the Police enquiry.

3. About five months' ago a kisan's wife fought with her brother's daughter, and as the kisan is a wealthy man, so under some suitable shape the case was reported in the police station and the gentleman broker sent information to the station that the report was worth their while to enter nicely, and that some officer was certainly required to visit the spot. Down comes the Jamadar with some of his constables and reaches the village in the night. The first order that he gave was to bring that kisan's wife before him, but the broker being a great man interfered and asked the Jamadar not to send for the woman as that would dishonor the wealthy kisan. In short the unfortunate kisan had to pay Rs. 100, and the case was no case at all.

These three instances I believe are enough for the village in which I am living. I will give one more which is, that an old man, Kurmi by caste, aged about eighty-six, once went to report a *khali naqab* in Khutar police station where he was asked : "do you bring anything or do you want the report only to be written ?" "Go to your business, these *khali naqabs* are no good." The man came back. A few months after another burglary took place in his house and the man did not go to report. The man is a good cultivator and is not a poor *asami*. The Police got notice of this *naqab* and a constable was sent to the village who wanted Rs. 30, otherwise threatened the man to get him punished for concealment of an offence. The man refused to pay anything and was sent up but was not punished.

I know for certain that Police take bribes ; that it is a well-known fact among all classes of people that no business in which Police is engaged is ever finished, unless they have filled their pockets well. They also have a fixed income which they receive in cash or kind from almost every village situate within their circle; that, such items are entered in accounts of village expenses. They also feed at the expense of poor villagers wherever they go. That they engage labourers and get their work done for nothing, thus depriving poor people of their hard-earned wages. These are the

Raja Shiam Singh,
Bijnor.

reasons why the Police is so very unpopular. There are also rumours (of trumping up false cases and getting innocent people punished) against the Police, and although I cannot say positively that they are well founded, yet knowing as I do of the Police high-handedness and corrupt practices I do not look upon them as base and mere slanders. Why the Police is so corrupt is simply because first there is no efficient check upon it, secondly because it is composed of men of the lowest type. No Hindu or Mahomedan of good birth will ever think of lowering himself by doing such filthy acts as some members of the Police are capable of doing.

Pria Nath Banerji,
Bareilly.

I cannot particularly instance any cases of Police malpractices which have come under *my own immediate* observation. We hear a good many things about the doings of the Police from our clients. Some bear the impress of truth, others appear to be much exaggerated. In one case I accidentally attended a Police investigation conducted by a first grade Inspector. I found his clerk taking down in pencil the statement of the witnesses to be afterwards copied in the Police papers. On the basis of such writing it is often that witnesses are prosecuted for perjury. I do not believe that was a solitary case.

Raja Jey Kishen
Das, Bareilly.

I know of numerous cases in which malpractices of the Police have been brought to my immediate notice. I would here mention only two instances. In one case in the Bijnor District, in order to obtain confession, a man was tied to a charpai placed in an upright position with his head hanging downwards and his legs put across the top of the charpai, and the man eventually died of the injuries caused by adopting this brutal process. Another man in the same case was subjected to a different kind of torture in having his nails crushed under the pressure of the legs of a charpai. Not satisfied with this the Police gave the villagers all sorts of trouble and went the length of even dishonoring the women. The accused *chalaned* by the Police in this case were acquitted from my Court, and the Investigating Officers were proceeded against with the result that all, with the exception of one, were convicted by the Sessions Court. Ultimately the case was tried by the High Court, and the Police officers were sentenced to heavier punishments than those inflicted by the Sessions Judge. In another case in the Bareilly District, a Sub-Inspector sent some property through a chaukidar to another district that it may secretly be placed in the house of certain parties to be discovered therefrom as stolen property. But the chaukidar was arrested in the way with the property on his person and the Sub-Inspector coming to hear of this at once bolted and is still absconding.

Similar malpractices were detected in many other instances, but it is useless here to note them down.

M. Tajammul
Husain, Honorary
Magistrate,
Bareilly.

I can explain as a common practice of the Police in cases of theft that their chief efforts are to prevail upon the reporter to report the theft to be one of a considerably less amount than what has really been stolen, and the reporters are obliged to do so for fear of being accused of falsehood. The reporters are in certain cases requested to name the accused, and if they do not do so no efforts are made to recover the property. Sometimes reporters

are obliged to remain present with the Police and are required to trace the theft. In such cases poor people are obliged to withdraw from their claims.

By my long experience of Police service I am convinced, no one will doubt, that I do not know its malpractices, but I am sorry I cannot give an instance here without running the risk of exposing the name of the malpractitioner, and the place where the malpractice was perpetrated, hence it is useless for me to quote a case of it here. But this forms a main charge against the Force for which it is so universally hated and condemned. The gentlemen forming the Committee know better than I, their daily business being to deal with Police matters. But I can say so far that if by word "malpractice" is meant also torture, then torture is resorted to sometimes in good faith. I call it good faith because the Police, without committing some kind of torture, cannot bring to book a person charged with theft, and a thief will never say that he is a thief, or will be good enough to surrender the stolen property for the mere asking. Every man in the Force, even those who are illiterate, *i.e.*, cannot read or write, knows that there exists a law to deal with him severely, *i.e.*, to sentence him to two years' rigorous imprisonment if he strikes a thief who cannot be otherwise convicted for even a couple of months for the very simple crime he has committed, yet in the face of that I believe there may be *ten cases out of a hundred in which torture is not used*, and that torture may be a smart blow on the back or a dig in the rib or being kept sitting all day long without food and water. To the best of my recollection there occurred some cases of torture committed on habitual criminals, with the knowledge of the superior officers, when there existed no doubt as to the guilt of the accused who would not make a clean breast of the affair, or give up the stolen property, a circumstance under which it seems painful for the Police to let the accused go scot free. I would therefore recommend that in such cases administrative authorities who have anything to do with the malpractice of Police officers should take a lenient view of the charge with which the Police stands accused in the discharge of his duty in good faith, but not when extortion for bribery or false confession is the motive. I know many Inspectors and Sub-Inspectors who bore good name in the Department for bringing into light most difficult cases, but most of them prospered by torture and inhuman practices. This cannot be stopped unless the District Superintendent of Police is a God-fearing man, of education, who understands responsibility. He should personally, even once attend to such cases as manslaughter, and other heinous offences when under enquiry, a step calculated to put a stop, to a great measure, to this sort of malpractices. I know some instances of dreadful murder and dacoity when no sahibs would attend at the spot where the enquiry is going, and which is within a distance of two miles from their residence, in which case what can be expected from a subordinate Police officer.

Jadu Nath Halder,
late Inspector,
Government
Railway Police,
Allahabad.

The Police officers do not consider illegal gratification as bribe, on the other hand they look upon it as their rightful due and take it so openly that no Englishman would believe it if it be proved to him. Whenever any man refuses to pay their nazar on their taking charge of station they keep an eye on him and occasionally make false reports against him to prejudice local authority against him, and whenever an

Siddh Gopal Misra,
Cawnpore.

opportunity suits then they speak ill of him to the District Superintendent of Police and Magistrate, and when they find that they have fully succeeded in prejudicing local authority against him then stir up false charges against him or include him with the real culprits in a true case, thus they succeed in establishing their full influence in their circle and keep every body under awe, and so every one—whether poor or rich, guilty or innocent—complies with their wishes through their fear not only in pecuniary matters, but often in giving false evidence for them or helping them in providing them with false witnesses.

When any person comes to Police to make a report he is generally received with abusive and taunting language, and his report is not taken down by Devanji (reporting Head Constable) until he receives a present which in ordinary cases varies from 8 annas to 2 Rs. according to the circumstances of the man. If the report is of such a nature that the Police officer has to take trouble in tracing the offender or property Devanji, after taking his dues from the reporter, goes to the officer in charge of the thana informs him of the purport of the report and does not write it till his assent is received. If the offence is one of burglary the reporter is first of all explained the nature of the trouble and the result of the enquiry, and if he does not desist from reporting there he is asked not to report the full value of the property stolen, and to make a simple report of the theft. On his insisting to make his own report the wording of his report, at the will of the officer in charge of the station, is so modified that it often remains a report of simple theft. When an investigation takes place the officers as well as chaukidars and constables are, as a rule, provided with every thing without paying anything. On these occasions men of means and respectability are the first who are gathered by the Police and money is wrung from them by putting them to every kind of inconvenience and disgrace. *Pardanashin* women are often sent for who are falsely blamed by Police of adultery, and the dearest and nearest relation of the person reporting are suspected and accused of by the Police on the ground of their being extravagant ; through this fear a large number of cases relating to property are suppressed.

Malpractices of Police in this country are so numerous that it requires volumes to write, and yet no man on the face of the earth can fully describe them. In short I can say that all sorts of malpractices in the world exist in the Indian Police,

Madho Parshad,
"Deshit Karni
Sabha," Mirzapur.

The malpractices are too many to be given in a page of this, The following are some of them :—

(1) When a person goes to a thana to report any case, whether cognizable or not, he has to pay a rupee or eight annas before his report is written.

(2) The Police officer does not take down the report exactly as it is given by the complainant ; he turns a cognizable case into a non-cognizable one and *vice versa*, if he gains something by so doing.

(3) When the Police go to investigate a case at the spot, the injured party have to pay for their food which is of a very expensive sort.

(4) The Investigating Officer takes down the facts he finds in an investigation not in the diary but on another bit of paper. When he enters the same in the diary in the thana, he alters many of them just as they suit his purpose.

(5) In an investigation the Police beat the accused, witnesses, and others from whom they get no presents.

(6) When a case of theft is reported, the amount of the stolen property is written at less than it really is, during the investigation the women in the house of the injured party are said to be of bad reputation, and they might have given away the articles to their lovers.

(7) The Police officer sends for sundry articles of use and luxury from rich bankers or zamindars within his jurisdiction, and does never intend to pay the price of the same. When he buys an article from a trader he either pays nothing for it or pays only a part of the actual price of the article.

(8) The Police officer takes bhusa, corn, wood, &c. from the zamindars without any consideration.

(9) The Police officer of a village thana daily employs *begaris* for carrying their baggage, &c. and oppresses them, at the same time the *begaris* are paid nothing for their labour.

(10) In village thanas all zamindars have to pay Rs. 4 to the officer in charge of the thana by way of *tiwhari*, of which the officer takes Rs. 2 himself, and distributes the remainder among his subordinates.

(11) The accused is detained in the thana for much more than 24 hours ; and he does not get food and other necessities at the proper time.

(12) The village chaukidars have to do the private work of the thanadar, such as cutting down wood, &c., and when a new chaukidar is appointed he has to pay about four months' salary to the thanadar.

(13) When a case is forwarded to the Court, the witnesses for the prosecution are generally men of bad conduct.

(14) When a Visiting Inspector goes to inspect a thana of his circle, he never writes a good report of it without taking a handsome amount from the thanadar. He encourages the taking of bribes by the thanadar in this way.

(15) When the District Superintendent of Police and Assistant District Superintendent of Police are on tour, the Police have to supply provisions for them, which is never done without oppressing zamindars and their tenants.

(16) The District Superintendent of Police, Assistant District Superintendent of Police, Reserve Inspector, and Visiting Inspector, never go about in the city at night, to see whether their subordinates perform their duties properly.

(17) The accused is beaten, and other crafty methods are employed to extort confession.

(18) When persons are arrested in cases of gambling, they are whipped with shoes while on the way to the thana.

(19) Opium, salt, charas, ganja, &c. are placed in some way or other in the house of some person who is thought to be a rich man ; and then he is arrested on pretence of these articles being found in his house. The purpose of such arrests is either to get reward from the Government, or to make profit from the accused.

(20) About 98 per cent. of the whole Police Force from high to low officers, and especially the Mahomedans in the service, are oppressive and take bribes.

(21) The chief reason of Police oppression seems to be the thought of the District Superintendent of Police that a certain number of convictions should be had in a population of ten thousand men every year. The Police are thus obliged to fabricate false cases and to show that they have done their work well, on this depends their promotion ; and if they have not acted up to this they are thought incompetent and degraded.

(22) When a case of malpractice is filed against any Police officer, all his superiors and subordinates will try to hush up the case, which is an encouragement for others to do the same.

Ram Antar Pande,
Joint-Magistrate,
Gorakhpur.

(1) I have known several cases of bribery to screen offenders.

(2) One case in which the thief was made to say that he had received the articles from the complainant's daughter-in-law, and a bribe extorted by the Investigating Officer for excusing her personal attendance to give evidence.

(3) Two Sub-Inspectors used four hackery carriages almost daily without paying any hire. A Christian school master owning a hackery carriage resisted, but was subjected to so many annoyances that he sold his carriage.

(4) Most Police officers feasted at the expense of the complainants when they went to investigate. There are many more instances that have come under my personal observation, but the above will do.

Sheikh Mohammad,
Inspector,
Gorakhpur.

I can instance two or three cases in this district which have come under my own immediate observation. The first is a murder case which occurred in the jurisdiction of the Rudarpur station. Genda Lal, Head Constable, and the whole establishment of the Rudarpur station had knowledge of the particulars of the case, but owing to their carelessness in disposing of the case the accused absconded. It is a notorious fact that the Police at the Rudarpur station spoiled the case for some foul motive. The second is a case of theft by burglary that occurred in the jurisdiction of the Ghanti station. The value of the stolen property in this case amounted to Rs. 825. I personally investigated this case. It was stated that the theft was committed at the instance of Mahabir Singh, Head

Constable, who wished to please one of his friends by having the theft committed. Though the case was not formally proved against Mahabir Singh, there were reasons for which it was believed that the theft must have been committed with the knowledge of the Head Constable. Besides these there were some cattle-theft cases in one of the adjacent districts in which the Police officers and Inspectors acted quite contrary to the principles of truthfulness and honesty, simply for the reason that they might be considered to have done good work. In certain cases Court Inspectors neglected their duty only for some unlawful object. But these cases are not common ; they occur under particular circumstances and for particular reasons.

I would call the attention of the Committee to a practice on the part of the Police which, if not a "malpractice," is at all events most dangerous to the interests of the public. I have seen several instances lately, but the following instances will suffice to illustrate my meaning :—

E. Chamier, Luck-
now.

Queen-Empress versus Kesri and Bidda, charge Section 302, Indian Penal Code, decided by the Sessions Judge of Sitapur on April 23rd, 1890.

Queen-Empress versus Lohang and three others, charge Section ³⁰²/₁₀₉, Indian Penal Code, decided by the same Court on June 24th, 1890.

The enquiries in these cases were, in part at all events, conducted by the same Inspector. In these cases the statements of the only really important witnesses were found to have been recorded by the Police on sheets (and in some instances on mere scraps) of *plain* paper instead of in the regular Roznamcha as all the other statements were. There was nothing to show when these statements were recorded, except the date given at the foot by the enquiring officer who for (in one case) obvious reasons did not put himself forward as a witness in the case. That these statements were recorded thus with some special object was clear from the fact that diametrically opposite statements of some of those very witnesses were found on the Roznamcha, but the dates did not correspond.

In one of these cases a Police witness when taxed with this apparent irregularity referred to a recent Circular issued by the Inspector-General of Police to the effect that statements recorded under Section 161, Criminal Procedure Code, were to be kept separate from the diary. (The Circular refers to the case of *Queen-Empress versus Bikas Khan*, I. L. R. 16, Cal. 610).

Some Sessions Judges have interpreted this to mean that no record is to be made under Section 161 at all (!) and have issued orders accordingly ; others take the meaning to be that statements of witnesses *should be* recorded on plain paper and not on the form. I take the meaning to be that the diary proper should be on separate sheets of the Roznamcha and should not be inserted between the statements of the witnesses which are to be still recorded in the Roznamcha form.

The latter *being paged* and every page having to be accounted for it is no easy matter to *make up* a false record. A Court can see at once in

what order the witnesses were examined, and the diary proper will show how they were obtained. The Roznamcha form is a great check on the Police, and the record if honest ought not to prejudicially affect the case.

Any relaxation of the old practice will enable the Police *either to collude with the defence* or make up a false case for the prosecution at any time they please before the case is actually called on for hearing. The mere insertion in the file of a few scraps of paper containing the supposed statement of a witness would enable that witness to go back with impunity on his original statement and wreck the whole case.

Munshi Mohammad
Husein, Aghlab,
Unao.

The alleged malpractices of the Police are :—

The members of the Police Force do not act according to the rules framed for them, but on the contrary they exceed their authority in villages and towns. Before giving instances of malpractices I take the opportunity of pointing out that so much of the criminal law as relates to wrongful confinement stands in need of reasonable amendment. When some ill-feeling exists between a wealthy *badmash* and a cultivator or some other person, the following practice is generally observed by the *badmash* in order to implicate his enemy.

He sends a friend of his to his enemy's house who on return reports to the police station that he had been ket in a kothri for many hours without bread and water. This being an offence of wrongful confinement, the Police at once proceeds for investigation.

1. A Lala once instituted a similar case against a jagirdar. The thanadar came to investigate the matter as an offence falling under the definition of wrongful confinement. I can give evidence that there was no wrongful confinement in that case, but the thanadar conducted the case in a peculiar way and accused several wealthy persons of the offence. Afterwards he received from some Rs. 15 and from some Rs. 10 and then hushed up the case.

The law conferring powers of entering into places where a person is supposed to be wrongly confined is just and equitable, but I bring this fact to the notice of the Police Committee that the Police never properly exercise this power. In my opinion if the abovementioned power of investigation in offences of wrongful confinement is taken away from the Police, it will prove beneficial.

2. A bad character was the lover of a woman who had an ill-feeling with the females of a neighbouring mohulla. The woman asked her lover to trump up a case against those females. He in reply suggested that she should make a report in the thana to the effect that her ornaments were stolen. The woman acted accordingly. Her lover told the Investigating Officer that he would give him a good sum if the females in the neighbourhood were dishonored. The Investigating Officer without any regard to decency took the females to the thana through the bazaar. The people of the mohulla declared this to be an illegal act, and the Investigating Officer fearing the complaint might reach the Deputy Commissioner or Superintendent let the ladies go. The Police then changed the course of the case.

Tutored witnesses were produced who deposed that they saw the lover of the woman carrying the stolen ornaments to her, the complainant. The Investigating Officer then abused the *badmash* and he offered him a good sum. The matter was then reported to the Superintendent in such a tone that a further enquiry had to be made. On a further enquiry the *badmash* was obliged to increase the amount of his offer to the Police, and the matter was then dropped by the Police.

3. A butcher bought a cow. I saw the cow tied with a rope at the door of the butcher's house for several days. After that the butcher slaughtered the cow and sold its flesh. Two or three days after this, a Hindu reported at the thana that his cow was stolen. The Investigating Officer searched the house of the butcher and found skin of a cow in his house. He was then asked to pay some bribe under threat of being *chalaned*. The butcher paid nothing. On this the Police officer pressed the complainant to state that the skin found in the house of the butcher was that of his own cow. The poor man was obliged to say so. After this the Investigating Officer took the butcher to the police station and pressed him to state where he got the cow from. The butcher stated the name of the person from whom, and the mauza from where, he had bought it. A constable was at once deputed to bring the vendor of the cow who was a widow. The constable on reaching her asked her to accompany him to the police station and also threatened her with being implicated in the case and told her to state before the Police that she never sold a cow to the butcher. The woman was obliged to state before the Police officer that the cow was not hers. The case on this became strong for the prosecution and was *chalaned*. All this was done by the Police for the only reason that the butcher, notwithstanding the demands of the Police, paid nothing. This case was sent to the Superintendent of the Police for submission to some Court. The Sarishtadar then said to the butcher that he was ready to send the case to any Court he (butcher) liked provided he pays him something. The butcher did not pay him anything and the case was sent to the Court of a Hindu Extra-Assistant Commissioner who sentenced the poor butcher to six months' rigorous imprisonment, and to pay a fine of Rs. 10. An appeal was preferred against that order in the Court of the Deputy Commissioner of Unao. This re-trial had no good result. The Police had made the case so strong for the prosecution that the Deputy Commissioner had to dismiss the appeal. The whole was a fabrication from beginning to end.

4. More than a year ago a buffalo of a pasi was stolen. The pasi reported to the Police, and an officer of the Police came to make investigation. He did not succeed in tracing the buffalo or thief, in other words the officer could not exact any money owing to the thief not being found. Upon this he caused the pasi to be beaten so badly that the poor fellow was obliged to pay him Rs. 2 out of his own pocket. The result was that the poor pasi lost his buffalo, paid money, and was beaten.

There are certain rules to be observed by Police officers in cases of accidental deaths. But the Police have their own way to make money. It often happens that murders are committed through enmity. If the Investigating Officer gets a sufficient sum he collects some persons by way of a panchayat especially those over whom he has influence and causes the

accused and the relations of the deceased to come to terms. He then reports that the death took place by accident and that the heirs of the deceased do not suspect anybody. Such methods employed by the Police shall never be put stop to unless it is made known to the public that the *raises* and residents have also been appointed to take part in the investigation proceedings, and that their opinion shall be taken into consideration by the District Magistrate and the Superintendent of Police. Although I have not taken part in any proceeding as an arbitrator, yet I am conversant with a lot of murder cases wherein the real facts have been concealed. I give two instances of accidental deaths with which I am personally aware.

(a) A bania was going on the road with his pony loaded with corn. An old man who was coming from the opposite direction came into contact with the pony and fell down and died. The Police thanadar investigated the matter. The deceased's heirs alleged that they neither suspected the bania nor had the deceased any enmity with the bania. I and other residents of the qasba were arbitrators. The matter was settled and we signed the arbitration award at the place where the occurrence took place. The thanadar, notwithstanding all this, took the bania to the thana and there he exacted Rs. 20 from the poor man. Had we been empowered to take part in the proceedings as a matter of right we would have brought the matter to the notice of the authorities.

(b) A son of a taluqadar in my town was insane. One day he went to the bridge of the river at night and fell down and died immediately. The corpse was brought to the house in the morning and a report was also made to the thana. But the Police did not turn up till we took the corpse to the burial ground. The procedure adopted by the Investigating Officer in this case is worthy of notice. He left the thana and coming to our town sat quietly in the chauki. He thought that if the corpse would be buried without his inspection he would make money. When the corpse was lowered down into the grave and the prayer was being read the Head Constable made his appearance and threatened us all. He was informed of the circumstances and a panchayatnama was written. I was also a member of the panchayat. At that time the Head Constable again threatened us saying that he would report to the Deputy Commissioner and the Superintendent of Police and would dig up the corpse and inspect it. We all advised the deceased's father not to pay a single farthing to the Head Constable and he did accordingly. When the Head Constable could not get anything he caused us all to sign the panchayatnama and requested us to ask the deceased's father to pay him something.

QUESTION 15.—*Do you think that the charges against the Police are to any great extent caused by the system of detaining a large number of men on the spot during investigations? Can you suggest any remedy for this practice? Do you think, if the Investigating Officer were required to keep a daily register of all persons present during the investigation, the practice could be kept in check?*

Misri Lal, Musaffar-nagar.

I do not think the cause of complaint against the Police is that pointed out in the question.

I think it extremely necessary and indispensable that in case of serious offences that very spot should be made the place of investigation where the offence has been committed, and that all those persons who may be invited for unravelling the matter should be called to the same place. If such persons are summoned from whom it is necessary to make enquiries, and they are in good faith made to wait at the place of investigation until necessary, the Police should not be forbidden to do so. It is evident that a person who has suffered a loss does not generally know the perpetrators of the offence, and the latter commit the crime in so dexterous a manner that no evidence can be produced against them. The Police are not omniscient so that they know the offenders at once without the need of any enquiry. The only means by which they can unravel a case is to summon those persons whom they might suspect or think to be acquainted with the matter. If the Police adopt these proceedings in good faith, there is no cause of complaint against them. Moreover "the coming and going" of those persons who attend the investigation is recorded in the special diary. If a register showing the time of coming and that of going be kept, it will interfere with the success of investigation by the Police. The Police should only be directed to refrain from acting in bad faith at the time of collecting people and not to summon any person unconcerned in the matter without a special reason, simply with a view to make gain or bring unlawful pressure to bear upon him. The Police should also be directed that when they summon any person they should state in the special diary the reason why he was summoned. Directions to the above effect should be made to the Police alone and not to the public. The special diary should show all these points. And any body who is summoned should always be summoned by subpoena.

The following among others are the charges against the Police caused by the system of detaining a large number of men on the spot during investigation. Jhandu Lal, Agra.

1. Having regard to the percentage of occurrences, the Police are ready to enter false reports.

2. The Police have to *chalan* a certain number of cases to Court, for which they send in a lot of innocent persons and travellers who, owing to their poverty, are convicted by the Courts. The officer who sends up cases, whether true or false, and brings the number of offences up to the mark is considered to be an active officer. The Police officers are therefore obliged to trump up cases. The superior officers of Police should not therefore have promotion on the number of offenders *chalaned* by Police ; but should on the contrary show the actual good work.

3. As to the recovery of stolen property, the Police use a lot of dishonest stratagems. One or more bad characters in collusion with the Police officers throw stolen property into the house of a respectable person. In some cases, somebody is taken as an informer and thus they go to search the house of a respectable person. The so-called informer pretends to identify some property and the poor man is handcuffed. The Police then threaten the man to induce him to grease their palms. On receipt of illegal gratification the poor man is let off by the Police.

4. Most of the cattle-theft cases are false.

5. In murder and dacoity cases the Police collect a lot of persons. Especially in a dacoity or robbery case the Police get hold of a *badmash* and make him informer, and they make money under pretence of search and arrest.

6. At the time of writing reports the Police receive nazranas (presents).

7. In every case the Police are said to have received illegal gratifications.

8. The chaukidars are forced to assist in trumping up cases.

9. The money spent by most of the Police officers in debauchery is much more than their monthly salary.

10. Respectable persons are forced to give loans to the policemen.

Ulfat Rai, Mainpuri.

This is one of the many charges against the Police, that the Investigating Officer detains an unnecessary large number of persons on the spot to the detriment not only to the public but to the ends of justice as well. To mitigate this I should like to suggest that a special investigation register should be opened in which the Investigating Officer should enter the detailed and distinct causes of summoning persons, the names of persons appearing and the time of their arrival. Those appearing should be promptly examined and dismissed, unless there be evidence against them or causes, to be stated clearly by the Police, for their detention, the time of their dismissal should also be exactly noted. For purpose of investigation every Investigating Police officer should be provided with a watch. There ought to be checks as to the correct entries in the register. I should like to suggest some; that the investigation register should be open to the municipal members in the municipality, to the men of position in the towns where there is no municipality, and in the villages to zamindars; and the examination and the entries in the register to be signed by the persons called and the municipal member in the municipalities, and the men of position in the other towns, and zamindars in the villages. The summoning by subpœnas should be strictly observed, and summoning orally should in no case be allowed.

Ajndhia Parshad,
Shahjahanpur.

The Police are universally dreaded, and no sooner a policeman makes his appearance in a village, consternation seizes the people, who give up their ordinary pursuits and think of nothing else but of some unforeseen misfortune.

The Police officers should be required to keep a register of all men present during the course of an investigation, the duration of their presence and the purpose of detention. Any delinquency in respect of this should be severely dealt with. The people to be at liberty to complain against unjustifiable detention.

Pandit B. D. Joshi,
Deputy Magistrate,
Shahjahanpur.

I have no reason to think so. The Police generally detain men of questionable characters on the spot. Respectable men are very seldom detained by them for such a length of time as would give them cause to complain. In the absence of the detective force I do not consider it possible for the Investigating Officers, such as we now have, to find out the facts of a case without following this old practice.

During investigation on the spot, when a large number of men are detained, they suffer much in their daily business. The remedy for this practice is that only such men should be called on the spot who have any knowledge of the subject of investigation. These men should be called by means of *sopharna*, a form used by the Police. The Investigating Officer should keep a daily register in which the persons present should note the time of their arrival and departure with their own hands. The persons called on the spot for giving evidence should not be detained longer than is necessary for taking down their statements.

Madho Parshad,
"Deshhit Karni
Sabha," Mirzapur.

No. A daily register of all persons present would be useless as there is no guarantee that it would be correctly filled up.

Ram Autar Pande,
Gorakhpur.

The only remedy that I can suggest is that it should be strictly insisted upon that all investigations should be as promptly finished as possible. Protracted investigations lead to no result and give opportunities for extortion.

There is no doubt that the charges against the Police are to a great extent caused by the system of detaining a large number of men on the spot during investigation, but I think it my duty to say that the Police are compelled to do so. Suppose there occurred a very serious case, the Police on getting information of that went to the spot, there is no doubt that hundreds of men are acquainted with the case, if they disclose the facts truly and honestly, the Police can at once get the real information and stop the investigation; but on the other hand there are men who not wishing to give evidence, run away from their places. It has often so happened that the inhabitants of the whole village have left their homes. The Police are afraid that if they don't succeed in getting the correct information, they will themselves be accused either of concealment of crime or negligence. It should be considered what the Police can do on such occasions, they have no remedy except to search for men and enquire from them. The men whom the Police can find, intentionally shrink from disclosing the facts. These are the occasions on which the Police is charged under Section 330, Indian Penal Code. It should also be borne in mind, that the charges against the Police referred to in this question, are only brought by such persons who are really misbehaved, and are in any way concerned, or are believed for sufficient reasons to be concerned with the case. These charges are never brought by such men who are really of good behaviour, and have no concern with such cases. The daily register of all persons present during the investigation can no doubt lessen the charges, but I think that if the Police do not act with honesty and truthfulness, the entries in this register will always be fictitious. It is impossible that more names can be entered in this register than those mentioned in the general diary. In my opinion when a better class of men are appointed and no strict regard is paid to the average of work, in comparison with the work done honestly, these charges will gradually disappear.

Sheikh Mohammad,
Inspector, Gorakhpur.

I do not think that the charges against the Police are to a great extent caused by the system referred to in this question. The practice is no doubt reprehensible, and if Police officers were judicious enough they would not detain a large number of persons unnecessarily. Some check would surely be exercised if a daily register is kept of all persons present.

Hargobind Dayal,
Lucknow.

In my opinion the charges against the Police are to a great extent due first to corruption that widely prevails amongst them ; second to their haughtiness and discourtesy of manners which can hardly be brooked in low caste and illiterate petty officers ; third to the harassment to which complainants are not unfrequently subjected in seeking the assistance of the Police ; fourth to their unscrupulousness in manufacturing evidence. (As Government Pleader I have had occasion to notice that true cases have sometimes been spoilt by supplying links in the chain of the evidence by putting in false witnesses who have invariably broken down under cross-examination); fifth to their inefficiency and incompetence to institute searching and diligent investigation ; and sixth to their readiness to *chalan* poor people on trivial offences, and their apathy to bring powerful or rich rogues to justice.

Mirza Irfan Ali Beg,
Officiating Deputy
Collector, Gonda.

No doubt most of the charges against the Police are due to their detaining people in large numbers during investigations. I have personal experience of this ; the Investigating Officer when he reaches a spot for an investigation, his first duty is to agitate the whole population by making a loud noise—by using harsh and abusive language, and by summoning up every body whether he may have or not have any concern in the matter. What next he does is to collect provisions for his party. He does not care if any man is detained to his greatest loss or whatever. All the people there, after being collected through the village *chaukidars* or the constables of the circle, are made to sit and they are not allowed to leave the place from the morning up to the time the Investigating Officer retires in the night. It is always thought a great favor of the *Daroga Sahib* if one or two of them were allowed within the day time to take their meals and to be absent for half an hour. When the *Daroga Sahib* retires the orderly constable allows them all to go home with a warning that if they will not attend early in the next morning they will be treated badly. The *Daroga Sahib* may take the statements of only two or more men during the whole detention of eighteen hours, but as a rule he will keep in attendance all the people he can gather on the spot. The practice is common and is not thought as being out of law, and the Investigating Officers use it as a good method of conducting an investigation.

I do not think if a daily register of presence can practically stop this, but instead of such a register the Investigating Officer should be required to attach at the end of the special diary a statement shewing—(1) date ; (2) village ; (3) distance he travelled ; (4) period he remained in the village ; (5) full pages of the diary he had to write ; and (6) remarks showing any extra work he was specially engaged in. In the column of remarks he be also required to show where and from what shop he used to purchase the commodities for his party and himself.

Still more good will it be to train the Investigating Officers by strict supervision through the Inspectors of the Circles. I can by my own experience say that when I was serving in Police Department in 1878 I was always able to complete my investigations within a reasonable time and without any sort of disturbance to the locality. I was always able to get satisfactory results of my investigations so that I do not remember any of my *chalans* being discharged. I have seen, during the time, my

comrades assembling people in large numbers, but they in my opinion were of no use at all; but contrary to being of any use they always caused a great confusion. An investigation can better be conducted by examining people one by one carefully. And if the examinee does not seem to have an interest in the matter he must be let off.

This is one of the greatest injustice to which Her Majesty's Indian subject is subjected to and most unnecessarily. It is the practice of the Police of these provinces that whenever any dacoity or murder takes place they camp at the spot, and detain a great number of people at their camp so long as they hold their enquiry. This is a very annoying practice indeed, and the poor Indian subjects suffer from this procedure very much. The remedy for this is that during the investigation the Police officer move from one place to another and hold enquiries at the suspected places in rotation, but not camp at one spot and get people from the suspected places there to be detained for weeks.

Raja Rampal
Singh, Taluqdar,
Partabgarh.

QUESTION 16.—*Can you suggest any measures for checking alleged malpractices by members of the Police Force, the adoption of which would, in your opinion, be either advisable or practicable?*

By abolishing the present system of considering the average of conviction as the standard for the promotion of the Police officers. By the appointment of men of high family and good character, and of good education. Several remedies can be suggested on this head which tend to high morality, but the difficulty is that the Department needs moderate tone of morality, the high tone of morality would be as injurious to it as the low tone is.

Dungar Mal,
Meerut.

The malpractices in cattle cases can, to some extent, be checked by keeping a register of cattle in each thana in which the sale with the descriptive roll of the cattle should be entered. The entry in such register should be made compulsory.

In search cases the Police officer should not take the other property he thinks as suspected stolen property, but leave it with some respectable zamindar in sealed cover, send it to the Court and get it identified there.

In cases in which property found in the jungle alleged to have been pointed out by the accused, the best remedy would be to direct not to send up such cases for trial unless the Police has some other independent evidence to prove the guilty knowledge of the accused.

The general complaint by the public and the authorities against the Police are as follows :—

Mai Dial Singh,
Court Inspector,
Shaharapur.

Complaint by authorities—

1. Concealment of crimes and change of the nature of offences.
2. General discredit of the Police, especially by the native Magistrates.

Complaints by public—

1. Police fabricate false cases, get innocent persons convicted, and release the guilty ones.
2. Police take bribes from the people.
3. Police officers detain people during investigations without cause and put them to inconvenience.
4. Policemen do not pay the proper price for things which they take from the people, or do not pay at all for them.
5. Policemen abuse people and beat them without cause.
6. Police officers do not perform their duties properly as they ought to do.
7. Police keep bad characters with them who are their right hands, and interfere in their investigations to bring the people into trouble.

I give my reasons to support the complaint by the authorities and my suggestions how they can be removed easily.

To remove the blame of concealment, &c., I suggest that a book in foil and two counterfoils may be issued in each village, which may be kept by the village Headman or Patwari or by the Post Office clerk, &c.

A man who wishes to report to the Police any matter falling under Sections 154 and 155, Criminal Procedure Code, may fill in the columns of the said book in Hindi, Vernacular or English. The page could then be made over to him gratis and he could send one portion of it to the Police, one to the Magistrate by post, or in any other way, and may keep the original with him. The sender is free to write what he likes, for which he will be held responsible if the entry be proved false. When such paper comes before a Magistrate, his Head Constable will compare it with the daily diary and obtain the Magistrate's order thereon.

Reports relating to non-cognizable offences will be kept in separate bundles. If the offence mentioned in the report is a cognizable one, a separate record will be made, and the first paper in the record will be this report.

The station officer will send all such papers received by him with the daily diary to the District Superintendent of Police who will send all non-cognizable reports in his office to be filed, and the reports about cognizable offences to the Sub-Divisional Magistrate. The Magistrate will consider the nature of the report, frame the points for enquiry and trial, and return it to the Police officer with his order or instructions. The Police officer will act accordingly. But in all cognizable cases the Police officer must not wait for the receipt of such reports, he must go at once to hold the investigation in accordance with the rules at present in force.

There would be no more complaints of concealment, &c., as the whole transaction would be in the hands of the reporter, and there would also

be no difficulty in prosecuting a man if he sends a false report. The report must bear the signature of the writer, if the sender is unable to write himself.

The chaukidar, patwari, or other man must sign the report as witness.

In any way the Police cannot be blamed for the concealment, &c., and the reporter cannot be put to inconvenience by the officials.

I strongly recommend the adoption of this system at once.

About the second para. (discredit of Police) I think that jealousy is the cause of it. I have not seen a single district where jealousy does not prevail like an epidemic. This is, I think, often due to the following reasons:—

A weak and lazy officer always tries to defame a sharp, active, and hard-working man.

A half literate man always jumps over a learned and honest man, and jealousy prevents them assisting each other.

Strict supervision and severe punishments will remove this defect.

Chiefly the natives are in the habit of backbiting their fellows. They often complain before the officers; and repeated complaints which are nothing in reality give cause for doubt to the officer concerned.

Turning to the complaints by the public—

As far as my experience goes I can frankly say that I cannot put the whole blame upon the Police, although the Police cannot be exonerated from the blame altogether.

Some times the Police are quite ignorant of the fabrication, and are held responsible only for their imperfect knowledge of the case which has been purely fabricated by the influential zamindars, &c.

It is a pity that Police officers are reduced, degraded, suspended, or reprimanded on account of the bad result of their working at the end of a quarter or half year, and to save themselves from this loss they probably fabricate cases to please their incompetent Inspectors who only press their subordinates to show good returns of convictions, and never pay attention actually to the working, and are always reporting to District Superintendents of Police without finding the cause and truth about the decrease.

In some instances cases are supported by false evidence merely on account of the ill acquaintance of the officers with the Law of Evidence, &c.

The employment of well-educated and respectable men, the removal of the tests by averages and percentages, and the good training of the officers will remove the first defect, referred to.

As to the second complaint I beg to state that the small pay which the officer in charge of the station gets, Rs. 15 or 20 a month, might be the cause of their taking bribe. They are required to keep a horse and servants, and their pay is hardly sufficient to cover their expenses. If the pay be raised, I am sure they will cease to take bribe.

As to the third complaint I may state that the zamindar's village people, bad characters, and time-expired convicts are collected during the investigations in order to find out the clue of the case. By this practice the village people, &c. are put to great inconvenience and extra charges.

They (the village people) in their turn try to fabricate cases against the bad characters to save themselves, and in some instances realize money from the people in attendance to meet their extra charges.

The Police gets nothing but a bad name, except some dishonest, low fellows who get their food only with some small amount of *nazrana*.

If respectable and well-trained men are employed, they will naturally abstain from giving unnecessary trouble to the people. If they are not hardly pressed to work out the case on frivolous complaints of the complainants, they will only summon such persons that are suspected or are expected to render them assistance in the material points, and thus the inconvenience caused to the people will be removed.

In my opinion the opening of a book of attendance will be of no use until gentlemen are employed in the Department.

The defect pointed out in the fourth complaint will be removed by the appointment of gentlemen on suitable pay.

Regarding the fifth statement I should say that a respectable gentleman will not like to abuse or to be abused.

As to the sixth complaint it will be sufficient to say that a well-educated, respectable man will do his work carefully and conscientiously.

As regard the seventh, educated respectable officers will not require the help of any bad character if they are not hardly pressed to work out the case.

All the above defects can be removed by the employment of respectable, well-educated men of good families.

Lala Nihal Chand,
Muzaffarnagar.

(1) False entries in the original report. The reports are not put down exactly what is stated by the complainant, and no report is entered before at least one rupee is presented to the officer in charge. I propose that the complainant be authorised to send his statement to the officer in charge of the police station through the Post Office either by a registered letter or unregistered. Upon receipt of this the officer should enter the report in the diary and send a receipt through his servant to the complainant. It should be optional to the complainant to report direct to the Police or adopt the above method.

Sometimes it happens that the receipt does not contain full copy of the report. I think the receipt must contain a full copy of the report.

(2) They generally try to make out false cases against respectable and wealthy persons because they can threaten a person with being sent up for trial, taking him into custody and putting him to any inconvenience they like. It is not seldom that they make him walk in town in shameful ways. The result is that they extract as much money as they want. I propose that if the Police find any case against a respectable person, they should not keep him in custody but release him on bail at once. I will call those persons respectable who pay either Rs. 100 a year as Government Revenue or an Imperial Tax of Rs. 10 a year.

The first means to check the misbehaviour of the Police is to prevent them from adopting those illegal proceedings which I have made mention of in my answer to question 14. Moral education should be given them on an extended scale, and their promotion should be made to largely depend on their honesty. The Police rules have imposed the following conditions :—

Miri Lal, Munaffar-nagar.

(1) That the number of crimes in their jurisdiction should be small ;

(2) That the amount of properties stolen should also be small ;

(3) That the average number of convictions as well as

(4) That of recoveries of property should be fair. Their promotions are specially governed by those four points. Hence so as to carry out these rules, and in order to make their returns meet the above requirements, they suppress number of crimes, and state the amount of stolen properties to be small. When they do not get real offenders, they send up fictitious offenders so as to get them punished in order to make up the required number of convictions. In the statement of crimes columns have unnecessarily been added for showing what amounts of property have been recovered by the endeavour of the Police and what by those of the complainants. The result is that those properties which are recovered by the complainant are also shown as having been recovered by the Police, so that the latter's work may come into greater prominence. If they are freed from all these responsibilities and they refrain from having recourse to these objectionable proceedings there will be no (more) complaint against them, and the people too will enjoy peace. And in place of the above responsibilities they should be made responsible and liable to be punished for infringing the following rules :—

(1) " Do not conceal (or suppress) the occurrence of a crime !"

(2) " Write down, without increase or decrease, whatever amount of stolen property the complainant tells you for record."

(3) " Try your best in tracing out the culprits."

(4) " Do not make use of your lawful powers in connection with innocent persons through ill-will or in bad faith."

If it transpires in any case that the Police shirked their duty in making investigations or tracing the property and culprit, they should certainly be punished for this. But they should not be punished for the excess of crimes, the large amount of stolen properties, or the deficiency in the prescribed average number of convictions of offenders, when the Police will do every thing in their power for the recovery of stolen property and the capture of offenders ; and when *real* offenders will be punished, the result of this will be that the number of crimes and the amount of stolen properties will diminish of themselves. The lambardars of villages should at least be made responsible for making reports at the thana regarding the whereabouts of the professional thieves in their respective villages from time to time. They should also endeavour to prevent crimes, so that the Police may, to some extent, escape discredit on the score of the number of offences. It would be much better that Tahsildars were made the superior officers of the Police, and the Police stationed at the thanas were placed under their supervision. The Tahsildar exercises such an influence in the villages that his slightest favour will make the patwari, who is, as it were, the oven of every man's house, the lambardar, who is acquainted with all matters—the *malguzar* and the *sahukar* who have to deal with the Tahsildar at all times—immediately tell him the true and real facts, what the Police cannot draw out from the villagers in the course of eight days, the Tahsildar can learn in an hour. Those Tahsildars, who even now take interest in such matters, though they are at present in no way responsible for the work of the Police, they at once learn the true facts through patwaris, kanungos, malguzars, &c. If it is however impossible to make Tahsildars head of the Police, the District Superintendents and Inspectors of Police should be such capable men as will bring their subordinates to a better way.

Khan Bahadur
Maulvi Moham-
mad Karim, Esq.,
Deputy Collector,
Aligarh.

In order to check the malpractices of the Police, it would be advisable to place the Tahsildar of pargana in charge of the Police, as he has opportunity to get all sorts of information. If this be done, the members of the Police Force will not dare to commit malpractices. It is advisable to make a change in the present system of having a Police Superintendent and keeping the Police Force under him. It should be placed under the direct control of the District Magistrate, and one of the other Magistrates should perform that part of the work which is now done by the Police Superintendent. Such work is to be entrusted to the Magistrate belonging to the Civil Service, as this officer can at all times consult the District Magistrate. For the purpose of looking after parade, uniform, magazine, &c., there should be a separate officer ~~on~~ salary of Rs. 300 rising to 400. The Military Police should remain directly under such officer.

The cause of complaint against the present Police is that false cases are made up and convictions are obtained against innocent persons. By means of the above arrangement, the complaint will be removed, because it will at once become apparent to the Tahsildar whether a certain person is innocent or has actually committed an offence. The Tahsildar should be invested with the same powers as they had previous to the passing of Act V of 1861. Investigation in serious offences such as murder, robbery, dacoity

and poison cases should be conducted by the Circle Inspector. Formerly the Tahsildar had the powers of an Assistant Superintendent, but they did not pay any attention to the work as they were in this respect under the Superintendent of Police. But when this work will be directly under the control of the District Magistrate and under the supervision of a Civilian Magistrate, the Tahsildar will work carefully and anxiously. But as the Tahsildars are under pressure of work, it would be advisable to create the post of a Naib-Tahsildar on a salary of Rs. 100 and a peshkar on a salary of Rs. 25 or 30. The Naib-Tahsildar should also be considered responsible for the collection of revenue. I remember very well that complaints against the Police for trumping up cases during the time when the District Magistrates and Tahsildars exercised supervision over the Police were very few. The Police trump up cases as the Investigating Officers are called to account if the percentage of cases sent up for trial and in which convictions are obtained is low. In this way a direct premium is afforded to fabrication.

The increase of pay and the enlistment of literate men of respectable family are the measures which I can suggest for checking the Police malpractices. But unless the superior officers of the Police treat their subordinates strictly in accordance with the law, and punish them for any malpractices which may come to their knowledge, it will be difficult to check the malpractices. A perfect check on Police malpractices depends entirely on the proper supervision by the officers. No regard should be paid to the success or the failure of the Police in investigating crimes. This would tend to prevent the Police from fabricating false cases. Only so much should be ascertained that the Police have or have not made the investigations formally and with zeal, and that they have or have not adopted proper measures for getting some clue of the case.

Thakur Kallan
Singh, Vakil and
Zamindar, Aligarh.

(1) I would suggest the adoption of the methods enunciated in answer to question 15 during investigations. Ulfat Rai, Mainpuri.

(2) That the promotion and reward should not depend upon the results of investigation, but rather upon the manner in which the investigation is made.

(3) A special officer should be appointed to check the malpractices of the Investigating Police in the District, and this checking should be independent of the Investigating Department.

(4) That the chances of promotion of the Investigating Officer and the Magistrate trying the cases should not depend upon the number of convictions secured in such cases.

(5) Undue pressure brought to bear upon the Police to find a clue to each and every offence should not be exercised, but Investigating Officers should rather be encouraged to act conscientiously.

(6) The strict rule as to annual percentage of crime in a district should not be the basis of award or punishment in the case of Police officers, the real facts must be looked into.

(7) Malpractices if proved must be much more severely dealt with than they are at present.

Dina Nath, Mainpuri.

I would suggest the measures for checking alleged malpractices by the members of the Police Force as follows :—

(1) In the ordinary present Police there should be two divisions, *viz.*, one Supervising Police and the other Investigating Police, and in every manner and condition they should be separated one against the other. The former (Supervising Police) should only be responsible for the supervision of malpractices committed by Investigating Police and it will also be their duty to watch over the public. Their only means for promotions and rewards will be depending upon their good service and well supervising the malpractices committed by Investigating Police and as well as the crimes may not occur in their local limits abundantly. If they fail in doing so they will have to answer strictly for them.

(2) The latter (Investigating Police) should be appointed and rewarded, if the accused persons forwarded by them are not acquitted abundantly, otherwise they will also be responsible for this.

(3) The transfers in both divisions from time to time should be made separately.

(4) If the malpractices of Police are complained in any matter, the attestation of which should be made by the members and *raises* of good position of that place, and then it should be considered on the majority of their votes.

Pandit B. D. Joshi,
Deputy Magistrate,
Shahjahanpur.

I think the alleged malpractices could be effectually checked if the following measures were adopted :—

(1) Placing the district Police Force in charge of a Joint-Magistrate of not less than five years' standing as District Superintendent.

(2) Giving such Joint-Magistrate in a larger district where the work is heavier, an English-knowing Magistrate of not less than five years' standing, as his Assistant.

(3) Impressing on the Investigating Officers that *mere filling up of returns*, can by no means be the criterion of their work, and that only good and honest solid work, followed by convictions, can secure for them promotion and good-will of their superiors.

(4) Importing educated, honest, and loyal men of respectable families in the Force, and encouraging deserving officers by promotion and rewards.

(5) Carefully watching the behaviour of the members of the Force towards the public whose servants they are, and constantly reminding them that nothing is of greater importance for the efficiency of the Force than securing the confidence of those for whose benefit it is entertained.

(6) Paying surprise visits to police stations and places where investigations are held, by the superior officers of the Department.

(7) Encouraging the public by affording them opportunities to express their grievances to the superior officers of the Department and thereby inducing them to co-operate with the members of the Police Force in suppressing crime, and bringing offenders to justice without causing the slightest friction between them and the subordinate members of the Force against whom they may have reason to complain.

(8) Avoiding frequent transfers of the members of the Force from one district to another.

(9) Taking greater care in the matter of the compilation of character rolls, basing the remarks made therein on the merits or demerits of the work done by the members of the Force concerned, and scrupulously avoiding the expression of ideas founded on mere external appearances, without closely examining the other side of the picture.

(10) Giving the Magistrate of the district a greater power of control over the District Force than he now possesses, and interfering with his powers only under exceptional circumstances.

The Police in India is vested with very large powers. This was necessary years ago. But the country has settled down and the Police and the people come into constant conflict owing to the exercise of such powers. Take away from the Police officer the power of summoning any person before him and the power of detaining any person, except under orders of a Magistrate, and I am sure a good deal of complaints against the Police will disappear. Secondly, do not take to task a Police officer for showing a small or no return of crimes, under such pressure many a Police officer creates cases. Reform to be of real value should begin from the top. The superior officers should be better men and get themselves better acquainted with the country and the people. You may do everything to improve the intermediate Police officers, but so long as no reform is made where it is necessary, nothing will be done. The Police under the immediate control and supervision of District Magistrates was far more honest and efficient than it is now.

Pria Nath Banerji,
Bareilly.

At the commencement of the British Empire in Oudh the District Superintendents of Police were selected from Civilians and military officers. Three Superintendents, viz., Colonel——, Colonel——and Colonel—— are still there. The Superintendent of Police should be an officer of great experience. At present two kinds of gentlemen are appointed as Superintendents (1) the young European gentlemen who are sons or relations of the High Officers, and have been unsuccessful in competitive examinations of Civil Service, Army, Medicine, Engineering or Law, (2) the Eurasians who serve in the Police offices as clerks or Inspectors. The former do harm to the Police owing to their inexperience, and the latter knowingly do so and bear enmity with respectable native gentlemen. In my opinion a Civilian entitled to get promotion as a Joint-Magistrate and a military officer entitled to get the post of Captain be selected for the post of Superintendent. The officers coming from the Civil Service should not be barred from getting promotion to Collectorships.

Sirdar Ganpat Rai,
Deputy Collector,
Allahabad.

Sukha Davalambita,
Cawnpore.

The Police should not be allowed to take witnesses or accused in lonely places for the purposes of investigation.

They must not write statements on a paper (which may go to the waste paper basket at their pleasure) other than printed and numbered forms kept for the purpose and the signatures of the man making statements should be taken as soon as he finished his deposition.

The statements should be written legibly. The practice now in use is greatly injurious to the interests of the public.

Confidential and private complaints of Police should be accepted as such and enquiries should be made into the matter as circumstances may permit, and the result whatever it may be should be communicated to the applicant or reporter.

If a policeman in civil duties be found accused (not in legal sense only) of adultery or of whoring he should be removed from that position, and be either dismissed or transferred to military or watch duties.

The usual custom of Police to lead all the persons injured accidentally, and who would not pay them for their mercy to hospital should be checked. I have personal knowledge of a man who was struck with a club by a *badmash* on the public road, and his friends and relatives wished not to separate him from themselves on that unhappy occasion, and though they were willing to send for the Civil Surgeon, and pay his fees, but Police would not consent. The friends of the man were obliged to give some Rs. 25 to the guardians of the peace to allow them to keep their unfortunate friend and relative with them for immediate and proper medical treatment of the Civil Surgeon of the station.

The accused and witnesses should not be forbidden to have their friends or pleaders on the spot to watch the proceedings of the Investigating Police Officer.

M. P. Tiwari, Cawnpore.

It is of utmost importance that the Municipal Commissioners of the cities and towns and members of the District Boards may be held as confidential assistants to the District Superintendent of Police and enjoined to report confidentially all short comings of the Police establishments employed in their jurisdiction, so that the District Superintendent of Police may be enabled to take action in such cases as have been screened or exaggerated by the Police, and as far as possible the Municipal Commissioners and other headmen of the mohallah may be allowed to watch the proceedings during the investigation of cases and to endorse the notes taken by the enquiring officer in his special diary; this would not only check tyranny exercised over the public but put a stop to the malpractices of the Police so bitterly complained of. In fact if the Municipal Commissioners and other gentlemen would join the Police and assist in their investigation the public shall have no cause to complain of their illtreatment. But it must be borne in mind that such persons who choose to give confidential reports or information and lead the District Superintendent of Police in the right direction should not be obliged to substantiate the points noted in their reports, as it is generally the case that the public do not like to have the

case moved with a view to avoid annoyance and suffer the losses *nolens volens*.

Prima facie it appears next to impossible to suggest any measure which can be relied upon as a check on the malpractices of the Police.

Sidh Gopal Misra,
Cawnpore.

(1) Because the Government itself entertain a very low opinion of the Department. It appoints as head of the Department such incompetent Europeans as fail in every competitive examination, or as are even unfit to appear on any such examination.

(2) The connection between the sacred duties of the Police and those of the Magistrates is so great that a reform in the former depends in the reform of the latter. The Magistrates have full knowledge of Police villainy, and unless and until the majority of them feel inclined to check it it can never be checked.

(3) Even in true cases people don't like to go to the Police and help them in their investigations by voluntarily furnishing them with true information, because they are afraid of the Police colluding with those against whom they may give information which may result in prosecution and trouble of the truthful informant.

(4) The malpractices of the Police as at present exist in India amount to an ocean, and it is impossible for the few drops (I mean the proposed reform) of nectar to neutralize a poisonous ocean.

The only measure which can be suggested for checking the malpractices of the Police may be this that the Police should as far as possible be rendered weak in getting false witnesses through fear which can be effected by appointing honorary Police officers in every village and in towns in every mohulla. Their appointment be made by public election, and their removal should entirely be left to the choice of the public and a register of such men be regularly kept in the district office and that such men shall be responsible for suppression of crimes in their villages.

When any Police officer proceeds to make any local investigation, he shall be bound to inform and call on the person so appointed to join his investigation before any step is taken, and in cases of heinous crimes the number of such men should be more than two, and in case of difference of opinion the majority should prevail pending the order of the Magistrate, and if the majority consider the accused not guilty he shall be admitted to bail or may be detained in custody (as the case may be) of those men who consider him not guilty.

The election should be made in the presence of a Magistrate with full powers, but Zamindars and their karindas shall not be eligible in their zamindari, for they may be a permanent terror to the people and may become worse than the Police.

Persons appointed by election should be deemed superior to a Police officer in reporting him for any malpractice which may come to their knowledge in any investigation.

Vindeshwari Par-
shad, Ghazipur.

A great deal of unimportant labour is thrown at the shoulders of the Police in the way of the service of summonses. Process fees are charged in certain cases; and why not employ a process serving establishment at stations apart from the Regular Police Force under the name of messengers. I think the regular constabulary ought to be relieved of this duty, except in the case of execution of warrants.

A station officer is sometimes called to account why the number of crimes in his circle is low in proportion to the number of population in his charge. I have not read any history of crimes or other work on the subject, yet I think that questions like these are often mischievous. It may perhaps be sufficient to see whether a Police officer does his work properly and does not conceal offences that are committed within his jurisdiction. A Sub-Inspector narrated to me his own story. He said that he and another Sub-Inspector were deputed to a certain *mela* where they managed to exercise a strict ward and watch. About the close of the fair they found that thirty-six petty thefts had been committed in all of which arrests had been made. The Police officer adds that it was thought that such a result would be looked upon with suspicion, and that they, instead of getting any credit, might be charged with concealment of offences. They therefore slackened their watch for a few hours, when about a dozen thefts were committed with impunity. I have no reason to disbelieve the Sub-Inspector's story.

In cases where more than one man is charged, the Police generally send up one man to take his trial entering others as absconding, though they may not really be so. They just await the result of the trial of the man. If a conviction is brought on, others are sent up, if an acquittal, only one man is shown as acquitted. The Court of course dispenses with the attendance of the rest. Such practice, although it shows good results in *nakshas* of the Court and of the Police, often acts injuriously upon the case. The other day I had to let off the second accused because the witnesses for the prosecution had been won over by him at the second trial, the trial of the first accused having resulted in conviction. I remember two cases in this district in which I had to try the same case thrice over. In one of these cases, the second and third trials proved total failures, the witnesses having failed in repeated examinations and cross-examinations. The human memory is never so strong as to reproduce fact in its true and original light each time it is required to do so at certain intervals of time.

M. Aziz-ud-din
Ahmad, Deputy
Collector, Mirza-
pur.

I cannot suggest any measures to check the corruption of the Police, nor do I think that an increase of pay will have any immediate effect. If a man takes bribes while in the grade of 30 Rs. he will never become honest by being promoted to the 50 Rs. grade.

I remember a Sub-Inspector in.....district. This man used to get 30 Rs. a month. He was by repute very corrupt. He used often to tell me that he had a large family to support and could not live on Rs. 30 a month, but if he could get a lift to the next grade, he would give up taking bribes. I remember the late Mr. Wallace was the District Superintendent of Police, I told him one day what I had heard from the Sub-Inspector; he laughed and said that he would try and see what effect an increase of pay would produce on the man's moral character. An opportunity

offering Mr. Wallace promoted the Sub-Inspector, but the man never kept to his word and remained as dishonest as before. My idea is that gradually the Police will be reformed when new blood is infused into the system and good men are enlisted. Time will work wonders as it has done in other departments. Take for instance the case of Deputy Collectors or Sub-Judges. Now I think there are very few black sheep to be found in these departments. This was not done by any check or supervision, but the advancement of time and selection of good men have brought about this reform.

We propose the following measures for checking the alleged malpractices by the members of the Police Force.

Durga Parshad,
Honorary Magistrate and others,
Gorakhpur.

1. Such persons only as are thought fit for the post by reason of their ability, experience, and politeness should be appointed Superintendents of Police. They need not fear to talk with all sorts of persons.

2. The District Magistrates should hold meetings in their private residences at least thrice a year, at which any one should be allowed to appear and make any representations concerning the members of the Police Force.

3. During the course of the meeting no body should be allowed to discuss any subject except in connection with the work done by the Police.

4. The District Magistrates should hear attentively what the persons say in this respect, and if necessary make a note of it in a memorandum book to be kept for the purpose. But the District Magistrate should not order an investigation to be made on hearing such complaint.

5. During their tours District Magistrates should keep the note-book in question with them and should make private enquiries. The results of such enquiries should be recorded and taken into consideration at the time of writing the Annual Police Report; and if necessary the good or bad work done by a Police officer should be inserted in the report. Such note-books should be the proper guide for promotions and degradations.

Constant supervision of their investigations *not merely* the thana by the Inspectors, District Superintendents of Police, and the District Staff.

Ram Autar Pande,
Gorakhpur.

The Police should be careful that the average of their work should not fall off. Criminal tribes and habitual offenders work directly against the Police, and they often bring improper and sometimes proper charges against the Police, in consequence of which the Police have become so commonly notorious. When the Police defeat these opponents, it is said to be a successful Police, if not, otherwise. I admit the fact that there are still in the Police some men whose malpractices are the cause of notoriety of the Police. After saying so much I suggest that the Police malpractices can be checked by the following measures :—

Sheikh Mohammad,
Inspector, Gorakhpur.

(1) That men of respectable family should be appointed in the Police.

(2) That the work of investigation should be entrusted chiefly to the literate and able men.

(3) No particular regard should be paid to the averages shown in the return of crimes, &c., and the ability or inability of the Police should not be judged by these averages.

(4) When a charge may be brought against the Police in connection with any case, necessary enquiries should be made, and in case the charge is proved against the Police, the Police should be punished, if not, the person bringing the charge should be punished.

(5) Special consideration should be paid to such men who may satisfy the District Superintendent of Police with their good work and good behaviour.

Banke Behari Lal,
Lucknow.

The checking of alleged malpractices, creating good men and general success of the Police depends, in my opinion, much on the discretion, attention, and proper supervision of the District Superintendents of Police, who should avail themselves of every possible opportunity of acquainting themselves with the character, behaviour, tricks, and everything good or bad of their subordinates.

Deserved appreciation of merit and honesty, and *vice versa*, tends much to improve the subordinate staff. Insulting and harsh treatment do not always produce good results. On the other hand undeserved unkindness breaks the heart of good and upright men, who for the sake of keeping their appointments, endure it for sometime with reluctance, and gradually, when they find themselves on equal footing with bad men, who care little for a censure or an insult when their pocket is full, give themselves up to disgraceful habits, and in time, having lost the sense of honor and conscience, turn out really dishonorable folks deserving the harsh treatment which originally caused them to turn out as such.

The more the convictions obtained, the more the karguzari, is the general rule of the present day, and cases are not rare in which Police officers have obtained promotions by deliberately getting lots of innocent persons convicted and often knowingly screening real offenders, which always results in the encouragement of the real criminals and the consequent increase of crime. Nothing more than the terror or kindness, as the occasion may be, of a District Superintendent of Police can prevent the Police from sending up concocted cases. Too much pressure on the Investigating Officers is also sometimes dangerous.

Mixing with natives, officers, and the public in general, making enquiries about the subordinate staff, sometimes leads to the discovery of important facts, which legal evidence should have failed to elicit.

E. Chamiar, Luck-
now.

With reference to my answer to question 14, I suggest that definite orders should be issued as to how the record under Section 161, Criminal Procedure Code, should be made, and that all statements recorded by the Police during an enquiry should be recorded on paged forms, such as the *roznamcha* now in use. The diary proper should be recorded on separat

sheets of the *roznamcha*. A false record of the *proceedings* in an enquiry would not be so dangerous as a false record of the statements of witnesses.

I know as a fact that some Police officers have welcomed the new Circular of the Inspector-General of Police (above referred to) as affording an additional method of bringing grist to the mill.

Raising the pay of these Police officers who conduct enquiries will not, I fear, alone act as a check. A respectable old retired policeman the other day on being asked what he thought of the proposal to raise the pay of Inspectors, etc., replied, "what is the use of doing that, that will only increase proportionately their *paidaish* (earnings)." I am afraid he was not far wrong.

In my opinion the best preventive against the existing evils is to employ better educated, better paid and more respectable men than at present. Further to check the vagaries of the subordinate officers the District Superintendents may be required to exercise more effective supervision over the investigation work than at present. Lastly the Magistrates and Government Pleader or Court Inspectors may be required to pass opinion on the impartial and efficient investigation, or otherwise by Investigating Officers in the cases that came up before the former. Such remarks may be communicated to the District Superintendents who may take proper steps on them.

Hargovind Dyal,
Lucknow.

Mere rules or proposals would not be able to put a stop to the malpractices which undoubtedly prevail in the Police. Better pay and prospects and a better class of men if employed, will generally ensure honesty in the discharge of their duties. But that will not be sufficient in every case, for man is not proof against temptation. I think there should be a *Police* over the Police. People are not ready to give information to the authorities that they have given bribes to certain Police officers. It is a matter which could not be often satisfactorily proved. And such charges if preferred are often put down with a high hand by superior officers in order to save the credit of the Department. The law of bribery is also defective. In this country, where the people are generally ignorant and are not public spirited, they generally wish to escape from difficulty and trouble by giving bribes, which are often extorted by threats or actual infliction of pain, and it would not do to remain satisfied or contented as long as no one is bold enough to prefer charges against the Police. Opinion is general in the country that the Police take bribes in various ways, when they discharge the duties imposed upon them by law. If so, is it not the duty of Government to prevent it? I think there is a necessity of creating an agency whose duty would be that when particular Police officers were remiss or guilty of corruption to bring them to book. And that agency must be the creation of a superior order of Police which should be ubiquitous, ever vigilant, powerful, impervious to the attractions of corruption, and ever active. It is not necessary that in order to punish for bribery prosecution should in every case be resorted to, but the Government can deal out punishment executively. So in my opinion the duties of the Detective Police, as stated in the answer to question No. 12, should be generally speaking two fold : (1) To keep information respecting

Bepin Behari Bose,
Lucknow.

the criminal classes and to detect crimes where the ordinary Police fail; and (2) to keep a vigilant eye over the acts and conduct of the Police itself and to bring miscreants to book. The impression is common that the subordinate Police officers and men could not have been as they are at present had the superior district officers been as vigilant as they ought to have been.

Durga Parshad, Deputy Collector, Gonda.

Cattle theft.—Each patwari keeps a register of all the cattle in the villages in his circle in the following form :—

Name of owner, age of cattle, description, estimated price. Every owner of cattle is bound to have his cattle registered, his failure in doing so is treated as penal. This register is checked annually in the month of September, and any cattle found unregistered are treated as suspected property. Regular inquiries are held which bring to light sometimes old and important theft cases. The persons found in possession are accordingly punished. In the cattle-theft cases chaukidars are also responsible to pay the registered value should they fail to work out the case. These arrangements have worked hitherto very successfully and to the satisfaction of the public.

QUESTION 17.—*Are you in favor of the present system of appointing Court Inspectors from the Police Force to conduct prosecutions in the Magistrates' Courts; or would you, in lieu thereof, consider it advisable to give a retainer to some local pleader to conduct such cases at so much a day or case?*

F. W. Quarry, Dehra Dun.

Selected members of the Police should be the prosecuting agency in the Magistrates' and Sessions Judges' Courts, these might be made a sort of staff appointments carrying a pay which should never sink below the average earnings of native pleaders in the same district.

I would not curtail the prospects of liberal salary to able men by the employment of native pleaders.

Successful prosecutors will not be very common, likely men with fair educations should be first put on, at the Courts of Magistrates of the second and third classes, and benches of Honorary Magistrates, and if their duties should be performed there in a meritorious way such men might then be allowed to enter for any prescribed examinations which would be a passport to a regular appointment for the first class Magistrates and Sessions Courts, but these should be in the gift of the Inspector-General; a prosecuting officer and his District Superintendent might occasionally disagree as to the propriety or wisdom of some particular matter, and discretion however small must be reserved to the former.

I would like to enlarge upon the idea of staff appointments, the kotwalies of the seven or eight large towns in these provinces should be in this class and managed by Inspectors placed above temptation by salaries of from three to five hundred rupees each.

All the more important charges in the Force ought to be treated in the same way, but no such appointment should be tenable for more than four

years, incumbents unless specially re-appointed should revert to the ordinary pay and position of their rank, a very bad feature of existing arrangements is that of allowing men to become fossils in one place.

I would like that a man totally unconnected with the Department should conduct prosecution of Police cases in the Magistrates' Courts. At present a Court Inspector neither knows the intricacies of law nor the method of conducting cases, and it is not therefore surprising that he is easily dum-founded even in a true case by a well-experienced pleader retained by the other side. Moreover he is generally partial to men of his own Department and tries either by foul means or fair to have a man convicted, however innocent he may be, sent up by the Police for trial. I am therefore in favor of retaining a pleader to conduct such cases. His fee should be per case and not for the number of days he is engaged in a case.

Najendra Nath,
Manda Estate,
Allahabad.

Court Inspectors should be appointed from the Police Department as one pleader will not be able to attend and conduct cases in different courts at one and at the same time. Even if he be paid at the rate of per diem or case, but he cannot work so hard as to reach each Court and prosecute important cases himself and give directions to his subordinates to look after other cases.

M. Parmanand, Luck-
now.

2ndly. Without an assistant of the Police he shall not be able to understand the case from the diaries.

3rdly. Pleaders can never understand the minute points and secrets so well as the Court Inspectors can owing to their experience of the Department. Pleaders have no connection with the Department, they will have to experience difficulty. At present trials in Sessions Court only are conducted by pleaders, and I can say from my experience that they have never been able to do the work without my assistance. Besides, they omit some points which a Court Inspector is obliged to state. When such is the case with pleaders in a single case, how is it possible that they will be able to look after cases in Magistrates' Courts where they cannot get Police help. Able pleaders will not like to accept this heavy task, and the cases will not therefore be conducted so carefully as by Court Inspectors, although fees be paid liberally. It will be difficult to carry on the work at Lucknow where the Courts are located at a distance from each other. If the pleaders are appointed Court Inspectors, the services of an assistant will be required to do the office work. I would suggest to relieve the Court Inspectors a little of prade duty and wearing uniform. They should have some sort of consolation under the present system of working. The Court Inspector should be responsible for the character of his subordinates whose transfers should depend upon the report of the Court Inspector. Persons who may hereafter be appointed Court Inspectors should know so much of Persian and English that they should be able to read and write Urdu and could understand English. They should understand law. If the Court Inspector be allowed to conduct trials in Sessions Courts and High Courts against Barristers and Vakils, the nominee should no doubt pass the vakils' examination in criminal law. But no such examination is necessary for those who may be required to conduct cases only up to Magistrates' Courts. The Court's permission under clause (n) Section 4 and Section 498 of the Criminal

Procedure Code will be a sufficient authority. If a man, who has gained success in examination and is really able, is available he may be appointed. A new man may be taken on his passing the Police officers' examination. As to educational qualifications I would suggest to take persons who have passed the Entrance Examination with Persian as their second language. Those who are already working as Court Inspectors and whom the District Magistrates consider fit for the work should be exempted from the above restrictions and should get promotion.

I have answered questions Nos. 17 and 18 according to my experience. The work is of such a nature that it requires the services of a Vakil or Barrister-at-law, but a well practising Vakil will not like to take upon himself the responsibility of the post as they can earn thousands of rupees without such labour and any responsibility. Pleaders are not expected to do good work.

E. Chamier, Luck-
now.

I am certain that with increasing technicalities and the rapid production of precedents by five or six High or Chief Courts the interests of Government often do, and in the future certainly will, suffer from the inability of the Court Inspectors to meet the arguments advanced by the defence. Personally I have never yet appeared before a Magistrate who did not himself "*conduct the prosecution*." Many Magistrates and even Sessions Judges (I could give names but I would rather not) say openly that if they did not "*prosecute*" there would be practically no "*prosecution*" at all. Magistrates would I should think welcome any system by which they would be relieved from performing the duties of prosecuting counsel. Frequently the greater part of the argument; in a language which the Court Inspector does not understand at all. In my opinion any system would be better than the present. At the same time prosecutions conducted by persons not in constant touch with the Police Department would often be subjected to great risk. In my opinion the prosecution in Magistrates' Courts must remain in the hands of the Police, but the officer in charge should be compelled to pass the pleaders' examination and the pay should be increased.

Some experience in the Department should be a *sine qua non* in the qualifications of a prosecutor in the Magistrate's Court. I would certainly not allow a Sub-Inspector to become a "Court Inspector."

A Court Inspector is exposed to the very greatest temptations, and the danger will be very much increased when they become '*prosecutors*' in reality and not merely in name as they are at present.

I do not consider that a pleader (*alone* at all events) should be entrusted with the duties of a prosecutor. He would never be sufficiently in touch with the District Superintendent of Police, and would probably object to waiting upon that officer at all times as Court Inspectors now do.

I would suggest that the appointment be thrown open to competition in the Department among members of the Force selected or approved by the District Superintendent of Police. No Court Inspector should be allowed to remain in the same district for more than say five years.

I consider that while new arrangements are being made about Court Inspectors, Government should turn its attention to the question of prosecutors in the Sessions Court. It is notorious that the Government Pleader can seldom or never command any private practice. I have never yet seen a Government Pleader 'conduct' a prosecution. True my experience only extends to some ten or a dozen Sessions Judges, but the fact is sufficiently notorious.

At the present moment in Oudh prosecutions in sessions cases are "conducted" by the presiding officers of the various Sessions Courts. They would all support this statement and give good reasons for doing as they do. I consider that—

- (1) The pay of the Government Pleader should be increased.
- (2) That he should be paid according to work done as at present.
- (3) That he should have the refusal of all Court of Ward's cases.
- (4) That big cases should not be taken out of his hands and given to some other pleader or barrister specially retained.

In big stations Government will find that a competent pleader cannot be obtained, except at an increased rate of pay.

I have seen lots of Court Inspectors conducting prosecutions, and I cannot help calling them ignorant of law as far as their conduct is concerned in the prosecution of the criminal cases. Notwithstanding their incompetency as prosecutors, I prefer them to engaging a local pleader to conduct the prosecution. I call the Court Inspectors ignorant of law because neither they, I mean most of them, are well up in law, nor do they understand what does the prosecution mean. What they understand, I think, by the prosecution is simply to have a prisoner convicted any how. But a local pleader, if I am not exaggerating, does not understand both the prosecution or the defence, what he cares about is money; and I doubt much in entrusting the greatest responsibility with them.

Mirza Irfan Ali Beg,
Officiating Deputy
Collector,
Gonda.

The responsibility rests with the Department to get able and trustworthy Court Inspectors; and I hope strict conditions as to qualifications both in law and in the education will bring in qualified men.

I think it is not out of place to add here that Court Inspectors, as they prosecute the civil cases, had better changed their dress so that they may not be looking *policewala*.

On no account should we demoralise any member of a respectable protective Police by education to be lawyers; as above said, if a pleader be necessary for prosecution, let him be a professional not a *kuchha* go-between.

C. R. Shaw, Kheri.

QUESTION 19.—Do you think that G. O. No. $\frac{1300}{VI-395}$ dated 11th January 1887, (passed under the provisions of Section 495, Criminal Procedure Code), laying down that prosecutions in Magistrates' Courts should not be conducted by any officer below the rank of Inspector, should be maintained; or should Sub-Inspectors, who have passed the qualifying test, be allowed to enter the ranks of Court Inspectors, and to conduct prosecutions?

In the Punjab we have Deputy Inspectors (equal to Sub-Inspectors in the North-West Provinces and Oudh) as Court Inspectors, in the District

W. Haslett, Dehra
Dun.

Magistrates Courts; and Sergeants (Head Constables) as Deputy Court Inspectors in *Subordinate* Magistrates' Courts. If objection is raised to Sub-Inspectors being Court Inspectors, why not create a new rank of Court Inspector and Deputy Court Inspector by special enactment or with the sanction of the Local Government? To be recruited from time to time by selections from able Inspectors, Sub-Inspectors, and Head Constables. The Head Constable would first rank as a Deputy Court Inspector, and be eligible for promotion to the rank of Court Inspector if proved fit. Once you select your Court Inspectors, and Deputy Court Inspectors, keep them there, and do not change them by transfers to rural Police stations, where they get into indolent and bad habits, unless proved thoroughly unfit for the duties required of a Court Inspector or Deputy Court Inspector.

Binda Parshad, Court
Inspector, Allahabad.

Section 495 of Act X. of 1882 provided that any Magistrate enquiring into or trying any case may permit any person other than any officer of Police below the rank of an Inspector to conduct the prosecution. In Punjab and other provinces Inspectors were not attached to Courts, and consequently strong representations were made to the Supreme Government to remodel the law, which was done, and the section amended by Section 13 of Act X. of 1886, which runs thus :—"Any Magistrate may permit the prosecution to be conducted by any person other than an officer of Police below the rank prescribed by the Local Government with the previous sanction of the Governor-General in Council." In other provinces the Local Government prescribed that Sub-Inspectors should conduct cases before the Magistrate, but in these provinces no advantage was taken of the enactment, and only Inspectors were under G. O. No. ¹⁸⁰⁰ VI-395 of 1887 permitted to conduct the prosecution. Not even an Inspector, if he has taken part in the investigation. It is optional with the Magistrate to allow an Inspector to conduct prosecution, he cannot claim it as a right. Court Inspectors cannot conduct cases before the Court of Sessions. Court Inspectors cannot leave Head Quarters when the Magistrates go out in camp to conduct prosecution, though the case be one of great importance. When Magistrates are on tour there is no one on the part of Crown to conduct the prosecution.

There is no one to conduct prosecution in the Courts of Tahsildars and Honorary Magistrates.

There is only one Court Inspector in a district and many Magistrates to be attended to. In Allahabad it is of daily occurrence that I am engaged in an important case in a Court when in another Court a case not less important is called on. I cannot express the difficulty I feel at the time. If the Magistrate before whom I am conducting the case permits, I run to the Court whence called for and beg the hearing to be adjourned. Sometimes it is granted and at others refused. In the latter case I return quite disappointed and leave the case to take care of itself. In Allahabad the bar is over-flowing with pleaders and mukhtars, and out of a hundred ninety cases are defended. Not only at Head Quarters but even when the Magistrates are out on tour, and also in Courts of Tahsildars and Honorary Magistrates, they come forward to defend a case only for a fee of annas eight, some of them do not earn even ten rupees a month. I would suggest that Court

Inspectors be allowed to conduct cases before the Session Judges and Magistrates by right, and not as a favor; that Sub-Inspectors be permitted to do so before Magistrates, and that also Head Constables attached to each Court should have the same privileges. Constables attached to Courts of Tahsildars and Honorary Magistrates be permitted to do the same, or some other step may be taken to conduct prosecution before such Magistrates. Now that the defence (it does not matter whether in sudder or moffussil) can obtain legal assistance so cheap, there is no reason why the same facility should not be granted to the prosecution.

NOTE.—The Court Inspector of Allahabad should, I am strongly of opinion, be appointed to conduct prosecution before the Court of Sessions, for by his not so doing it is very detrimental to the prosecution of cases. The Court Inspector by prosecuting cases in the Magistrate's Court knows the facts so well and the ins and outs of cases. At the moment when the case requires to be well looked after, it is taken out of the hands of the Court Inspector and placed in the hands of a stranger who knows nothing of the witnesses and facts of the case, and has not got sufficient time at his disposal to make himself master of the case, and is not so much interested as the Court Inspector. It must be borne in mind that the Session in Allahabad lasts almost always more than a fortnight, there must be some equally competent man to conduct the cases before the Magistrate during the preliminary enquiry in Session's cases. The Court Inspector will hardly get time to attend to any other work for such time as he will be engaged in Sessions. The prosecuting Police must have its training from the very time of enlistment and kept separate from others, that will be the only effectual course which can be adopted to match the hoards of mukhtars and pleaders.

QUESTION 20.—*Would you recommend any alteration in the strength of the Municipal Police, or the substitution of Regular Police for chaukidars to any extent, or in any of the Municipalities in your district? If so, submit definite proposals, giving your reasons for any change you may suggest.*

I strongly recommend the revival of the old chaukidari system because the Regular Police or the Municipal Police are not good for chaukidari purposes. These men consider themselves too elevated when ensconced into their uniform to think for a moment that they are rate-payers' servants. They arrogate to themselves an independence which makes them insolent in the eyes of a respectable citizen encountering them. By this they cannot make themselves useful. At night they call out both high and low in loud howling tone *jago re sonawalla*. I do not know who is their school master who has taught them to disturb thus the poor rate-payers in their well-earned sleep after hard labor during the day. These chaukidars should not be in uniform. A blue dyed double *garah* cloth *mirzai* and a red turban and *lathi* are enough to accoutre them up for the chaukidari work. They should be respectful to all respectable inhabitants, and they should know that they are the watchmen of the inhabitants, and that they are paid by them, *i.e.*, remunerated out of chaukidari and municipal assessments. Section 115 to 128 Mr. Court's General Rules published

Jadu Nath Haldar,
late Inspector,
Government
Railway Police,
Allahabad.

in 1861 are very explicit and to the point, and a few Sections of Act XX. of 1856, if observed carefully, will supply the deficiency. These chaukidars should be of low caste Hindus, and a few Mussulmans in villages where Mussulmans predominate.

As I was transferred in 1867 to the Railway Police I am sorry I cannot say more about this branch of the service.

QUESTION 26.—*To what castes do the Act XX Police in your district chiefly belong; and do you consider them a fairly satisfactory body.*

Munshi Mohammad
Hussain Aghla b,
Unao.

The persons of different castes are employed in Town Police. In my opinion the pay of the chaukidars of the Town Police is very small, being Rs. 3 or 3-8. It is for this reason that good men cannot be secured, nor is the work done satisfactorily. They do their own private work during the day and at night neglect to make rounds. The result is that burglaries and thefts are committed at night. In my opinion the persons other than the residents of town be admitted in the Town Police, and the members of the House-tax Committee be authorised to look after it.

QUESTION 28.—*Is the present scale of pay prescribed for Jemadars and Chaukidars in the Act XX Towns of your district sufficient? Have you any alterations to suggest, either in the grades or pay of your Act XX Police?*

Nagendra Nath,
Mauda Estate,
Allahabad.

As regards the pay of chaukidars there seems no reason to believe that it is insufficient, and recruits can be obtained in adequate numbers. It should be borne in mind that the watchman lives at home and is generally able to supervise and personally assist the management of his family holding. By immemorial custom he is entitled to certain dues and contributions from the cultivators in his circle, and thus makes a fairly comfortable living.

QUESTION 31.—*Can you suggest any improvement in the present system of nomination and appointment of Village Chaukidars, as prescribed by Sections 3—6, North-Western Provinces' Act XVI of 1873, and Sections 29—32, Oudh Act XVIII, of 1876?*

F. W. Quarry, Vakil,
Mussoorie.

I would not at present attempt to vary the system under which village chaukidars are nominated, unless that were done for the purpose of imposing more responsibility and power upon the zamindar, the latter has some voice in affairs now, and so far as my own experience goes it is beneficial, but some chaukidars make a glory of independence which probably ought not to be fostered, except where criminal tendencies in the zamindar's family or surroundings are known of and require guarding against.

Our greatest hold upon India runs through the zamindars, that course should be followed which would lead them to realize their place in the governing scheme and its connected responsibilities and *izzat*.

If Rural Police were given larger circles they might be better paid and selected from persons able to keep a diary which ought to be written up and countersigned by each village Head, the latter having authority to append a note of his own should he be at variance with the chaukidar.

In a general way I believe the Rural Police to be more reliable than the Regular Force. I have in mind a recent instance of members of the latter intriguing to hood-wink the former and permit escape of a bribing prisoner who was subsequently recaptured by the chaukidars, and ultimately convicted in spite of all the regulars tried to do for him.

I would bring all these men under the District Superintendents of Police and have them looking to him in all matters of rewards and punishments. Magistrates should act upon this portion of the Force through the District Superintendent only.

I know that when a chaukidar is appointed he has to pay. The zamindar does not take money from him, but in order to keep him under his thumb he makes him execute a bond for Rs. 100 or 50 to be paid back on demand. The dishonest thanadar and the thana moharrir of course take Rs. 10 or 5 from him ; a portion of this sum is sent to the *peshi* clerk of the District Superintendent of Police, when the chaukidar goes up for inspection.

Misri Lal, Deputy
Collector, Muzaf-
farnagar.

In 1870 or 1871, I was as an Inspector in the Muzaffarnagar district. A chaukidar coming for inspection handed a chit, in which nothing was written excepting "Rs. 2 to the *peshi* clerk," at the time while the latter was taking the *peshi* papers to the Superintendent. The *peshi* clerk put the chit and the rupees into his pocket and ordered the chaukidar to stand aside. When the said *peshi* clerk went before the Assistant District Superintendent the said chit and money were in his pocket. I witnessed this myself and caused the two rupees and the chit to be taken out of the clerk's pocket in the very presence of the District Superintendent, who thinking that it was a general practice that all *peshi* clerks do the same, and that it was difficult to put a stop to this practice, did not inflict any punishment but simply transferred the man to another district. In the district of Etawah, I saw in the possession of one Manohar Lal Chaube, a bond which he had got executed by a chaukidar for Rs. 50. The date of the appointment of the chaukidar was the same as that of the execution of the document. During the time I have been in the Police service, I have fully satisfied myself that the practice which I have mentioned above is a reality, and is actually prevalent. Again the zamindar regards the chaukidar as his own man, and the thanadar looks on him as his mouth-piece, whenever a chaukidar comes to the thana he is obliged to bring with him a bundle of grass or green vegetables for the dishonest thanadar or moharrir. I have seen some moharrirs so corrupt that on the reporting day, as soon as they see a chaukidar entering by the door, they first cast their eyes towards his hand. If he has brought anything with him, they talk to him very civilly and politely. If not, all the time he remains present at the thana, he has to put up with all sorts of scurrilous language. At last the moharrir having done with brow-beating and frowning is obliged to register the attendance of the

chaukidar, but before he leaves says "you need not go without giving me anything so you had better at least spit on my palm before you go, so that I may not feel sorry that you had come empty-handed and gone away without giving me anything." Now consider that it is these chaukidars who have to submit to all these miseries. It is the chaukidars who walk about side by side with the thanadar's horse; keep watch on the tents of officers on tour, endure great hardships at fairs; are forced labourers for Government officers in every respect. How can it be expected that such chaukidars and the present mode of their appointment can be of any use. I am of opinion that all the rules should be modified, and chaukidars appointed on at least Rs. 5 a month, without the instrumentality of the zamindar and the thanadar.

Special rules should be issued regulating their duties, and they should be examined on those rules and made to act up to them. Should the present system be continued, the lambardars should be legally held responsible for the work of chaukidars, just as the latter are held responsible for the occurrence of crimes, otherwise the present system of appointment is such that both the zamindars and thanadars "shoot behind a screen"—placing the chaukidar in front of them. Placed as he is the chaukidar can neither say anything against the zamindar nor can he act freely in the discharge of his duties.

Binda P a r s h a d,
Court Inspector,
Allahabad.

The present system of appointment of chaukidars is altogether ridiculous. I would say during my experience of twenty-eight years of service that there have been no improvements in the system. The chaukidars are just the same as what they were twenty-eight years ago, only that they are better dressed men. It was all very well to have the chaukidars as nominees of zamindars under the old regulations, for the zamindars were held responsible for reporting the crime and detection of cases, but now as that responsibility has been removed from the zamindars, I don't see that there could be the least objection in taking away the nominations from the zamindars. I would strongly recommend that the nomination of chaukidars be taken away from the zamindars, and the appointments made by the District Superintendent of Police as they are of road and town chaukidars.

Nagendra Nath,
Manda Estate,
Allahabad.

Under the N.-W. P. Act the nomination of a village chaukidar rests with the zamindar subject to the approval of the Magistrate of the district. And it has been urged by many that this system involves some administrative difficulty. A chaukidar being a nominee of the zamindar is inclined to look to him as his master and is naturally indisposed to report crimes or give information to the Police in opposition to the wishes of the local headman. Whatever may have been the case formerly, the nomination of a chaukidar by the zamindar is now-a-days a mere formality.

A zamindar even knows not the man he nominates. Generally the station officer sends a man to the zamindar to have him nominated for a vacant post. The zamindar either to please the Police, or for fear of offending them, sends his consent in writing to the Magistrate, whether he knows the man or not, or however bad the appointment may be in his consideration. No zamindar, I believe, would object if this system, a mere formality, were done away with.

The present system of nomination and appointment of village chaukidars seems to be good. We have only to say that the zamindars, sometimes for want of information, do not get the opportunity of nominating a new man within fifteen days. In such cases some person recommended by the Police is appointed.

Durga Parshad and others, Gorakhpur.

It is necessary for the ends of justice and public convenience that the officer in charge of the police station should report at once to the District Superintendent of Police all vacancies in the chaukidari force. The said Superintendent may issue a notice to the zamindars of the village to nominate any one for the place. The fifteen days to count from the date of service of the notice. If the zamindars fail to make the nomination within a fixed time, the person recommended by the Police should be appointed.

It is unnecessary for zamindars to nominate chaukidars, and undesirable. In most cases the power of nomination is not exercised ; where it is, it leads to suppression of reports of crime.

Ram Autar Pande,
Joint-Magistrate,
Gorakhpur.

Chaukidars should be appointed by the District Superintendent of Police. The men should be strong and healthy, resident in the circle, and their character should be attested by three zamindars of the circle. Register of candidates should be maintained by the District Superintendent of Police.

QUESTION 32.—*Under the present system do you consider that the Chaukidar is under the influence of the zamindar in respect to the exercise of his duties, and is that influence beneficial or the reverse?*

Yes, the chaukidars are under the influence of the zamindars in respect of their duties, and the influence of the zamindars is detrimental to the interest of the other village people; so much so that on several occasions the zamindars ruin their tenants by causing false reports to be made against them, and implicate their enemies in the villages by making up false cases with the assistance of the chaukidars. In some cases they suppress crimes by their assistance, and thus save their friends from punishments.

Dungar Mal,
Pleader Meerut.

QUESTION 33.—*Can you instance any specific cases of systematic neglect of duty, infringement of rules, or other malpractices, committed by members of the Rural Police Force? And if so, can you suggest any practicable remedies?*

I have satisfied myself that thousands of cases have taken place which were neither reported nor entered in the Police Register of crimes ; the chaukidars having hushed them up. I do not say that chaukidars, intentionally and of their own accord, hush up cases. On the other hand, I know that when a chaukidar goes to a thana to report a case, the thanadar calls him a thousand names, if the stolen property and the offender are not presented at the same time. The real object of the thanadar in

Misri Lal, Deputy
Collector, Muzaf-
farnagar.

thus abusing the chaukidar is to reprimand him for not concealing the matter. The thanadar is apparently benefitted by the concealment of crimes, inasmuch as the Police authorities regard the excess of crimes in his jurisdiction as calculated to prove injurious to his retention in the service. The chaukidars, consequently generally hush up crimes from fear of the thanadars. It rarely happens that a case comes to light, but if it does the thanadar casts the blame on the chaukidar saying that the latter has not reported the matter. It is an extremely trifling matter for the thanadar to incriminate the chaukidar. He knows that the chaukidar does not, from fear of him, report the occurrence of most cases, and hence if he happens to be displeased with any chaukidar he makes report of his having concealed a case, and thus it is at all times in his power to get him punished. In the district of Lalitpur, more than fifty cases of theft were challaned to my court, report regarding which had not been made in the Police diary at the time of their occurrence. At the time of sending up such cases, the thanadars tided over the difficulty in this way. They made the chaukidar state that the complainant had not given him information and caused the complainant to say that he could not get time to report or that he had been ill, or that he had not been present at home, women alone being in the house at the time. There is not the least doubt though that the chaukidar knew all about these cases ; but he had not reported them from fear of the thanadar. This can be remedied in this way, that the lambardar or *malguzar* should be held responsible to satisfy himself at the time of the occurrence of a crime cognizable by the Police whether it has been reported to the thana or not. The zamindar should also examine the chaukidar's report book in order to check if the reported case was entered therein at the thana. In case an occurrence is concealed, the zamindar too should receive punishment.

Nagendra Nath,
Manda Estate,
Allahabad.

The malpractices of the Rural Police which have fallen under my observation are the following:—

- (a) Laxity of patrol at night.
- (b) Their association with bad characters whom they rather assist in their evil pursuits.
- (c) Suppression of truth wherever they have any pecuniary interest.

The reason of (a) is not far to seek, the station officer generally employs a chaukidar in performing menial duties such as conveying his messages, cutting grass for his pony, and fanning him at night when he reposes. This inevitably means demoralization and a loss of that self-respect which is necessary for the proper discharge of his numerous duties. When a chaukidar was thus engaged throughout the day, it is almost impossible to expect that he will be able to patrol at night.

It may be truly asserted without fear of contradiction that the present system of Police administration is far from satisfactory. The chief causes of its deterioration have been given by me in answer to a previous question. The greatest and worst change perhaps has been the neglect of the true principle for the detection of crimes, *viz.*, the enforcing of the aid of zamindar. It appears to be the original principle of the Government that landlord who is worthy interested for the place and security of his locality as

by his natural position the most capable of preventing, detecting and tracing crimes was mainly responsible, and his agents allowed full power over the village watchman. It should be enquired why the old system was allowed to die out. The Chief Commissioner of the newly-annexed province Burma has not only revived this old system, but has given to the headman of the villages who are recently selected and do not even possess any local influence, magisterial powers in petty cases. The Police, no longer military beyond uniformity of costume being employed concurrently with zamindar's establishment for detecting and prosecuting crimes, soon picked up the abuses of the old thanadari system and found that they (zamindars) were in their way for lucrative arrangements with parties in cases. European officers who believed their subordinates as immaculate were easily convinced that zamindars were either obstructive or in collusion with the defendant. Thus the main principle was gradually dropped, leaving the Police totally ignorant of local knowledge, a fair field of having their own way and creating traffic in crimes, so much so that it can now be positively asserted that hardly a *chalan* reaches the Magistrate's Court that has not been paid by one, or rather both the parties. The Police thus being pecuniarily interested in the detection of crimes must arrest some body whether criminal or not. Dacoity and murder are not of easy digestion even by the Police, and criminals in such cases seldom escape the law, but there are numerous instances in which the village communities to avoid the dreaded Police visitation gladly contribute to the black mail for hushing up petty or even heinous offences. The abuses of the Police have become so notorious that men do not fear so much a band of dacoits whom they can resist than a *posse* of these blue bottles who attack their purses. Frivolous cases now thrown to mystify our courts would not for a moment be raised if parties knew that they would be heard by the headman of their villages who is acquainted with all the feuds of the locality. There are many instances of actual misappropriation of property between neighbours. Many Police officers will no doubt exclaim that if detection of crimes were left to landlords its report will only be suppressed, but checks can be found against all abuses. Our present *chaukidari* reports should not be discontinued, but as a perfect check against landlords and at the same time as a security for them against charges of suppression of crimes, the *patwaris* should send records of all crimes in simplest laconic form by the hand of *chaukidar* while after being recorded in *thana* for *roznamchas* after initialing by the *thanadar* or his deputy be returned by the *chaukidar* to the landlord for his file. No notice need be taken of such reports even for Police cognizable cases, unless the landlord in his report applies for the aid of protective Police or Investigating Officer. As a fresh check against abuse of power the provision of Section 167, Criminal Procedure Code, as to 24 hours period should be applied to landlords without Magisterial powers, unless they can report adjustment of differences between parties. In many cases we take for granted that perfect justice will not be done and some will escape report, but there need be no fear that aggrieved parties will not appear before District Magistrates if their claims are not adjusted solely from spite that invariably would be amicably settled by the zamindar of the village to the satisfaction of the parties which are now by the instigation of mischief-making village lawyer is made over to the Police and once in their hands would appear before the *Sadar Magistrates* as theft, house-

breaking, possibly (according to payment) attempt to commit murder. Every one must know that the great difficulty in all judicial and criminal proceedings is to ascertain the value of evidence of a deposer, is it not therefore a needless waste of power when we have for every village the valuable machinery of village headman, the hereditary head of the locality, for us to neglect such aid? These respectable men are fully acquainted with all the details of the case and how it occurred and could thus settle the differences of his village people to the saving of valuable time to Government officers. The one great advantage of restoring zamindari responsibility would be that landlords would in self defence, have to interest themselves to watch bad characters of their village, both the known thieves and the receivers of stolen property, and theft and burglary will be in the minimum—in fact with much less fear than now when the Police have cooked evidence to turn a burglary into an indecent assault, a murder into a suicide.

It is to be hoped that the recommendation of the Committee for Police reform in these provinces may tend to follow the example of Burma and revive the old system of requiring landlords to interest themselves in the detection and investigation of crimes, and the Government trusting them with the same Magisterial powers as now in Burma.

Vindeshwari Par-
shad, Ghazipur.

In cases of arrests of burglars or thieves, the chaukidar is generally introduced at the scene as being the chief person making the arrest. The ignorant public believing that the introduction of the chaukidar will be beneficial to the case, and the chaukidar expecting a reward sometimes affects a case most injuriously. It ought to be the business of the Investigating Officer to exclude all unturworthy and false evidence.

It is not rare that the chaukidar is a most willing witness ready to perjure himself in any case. Such perjury mostly results from the undue influence of the Police officer and the chaukidar's fear of the loss of his appointment in case of incurring his superior's displeasure.

M. Parmanand,
Lucknow.

(1) A chaukidar of ilaqa Nathra purchased some stolen pigs, and some were purchased by some other person of which he had knowledge.

(2) A chaukidar looted in company with his relations a cart passing on the road. Both of these were convicted.

(3) Two chaukidars negligently allowed two thieves to escape from their custody in ilaqa Mahabad. A marhila chaukidar was late in reaching the place where a dacoity was committed. Had he arrived in time, some of the dacoits would have been arrested or recognized. A chaukidar of Bibipur in ilaqa Nathra did not give the names of the accused but gave evidence against the prosecution. He at last stated in evidence that his life was a burden to him and that he should have given out the names of the murderers. Those murderers were co-sharers with the zamindars. General negligence, omission to give information, weakening cases and giving collusive evidence, are instances of daily occurrence. This could be remedied in the following manner:—Village chaukidars should not be appointed from the class of persons who are regular thieves, or whose relations are thieves. They should be appointed by the officers in charge of the police stations and their pay should not be less than Rs. 4 and should be distributed through Police.

The chaukidar should be a native of the village. He would then be afraid of losing his appointment, and the zamindars would not also fail to point out his defects. Thus it will be difficult to conceal offences and to collude with others. These arrangements will be the cause of inconvenience to Sub-Inspectors in the beginning; but considering the chaukidars as persons of help to them having experience of the whole village, they will make good selections. They will also give them good training by which they will turn out first rate assistants. The chaukidars should also get rewards on doing good work and such rewards should be given in the presence of all other chaukidars. This practice will be a cause of encouragement to them.

As a general rule chaukidars consider themselves the servants of zamindars, whom they consider their sole master. They fear to report the crimes committed by zamindars, or their family members, make false reports, and sometimes conceal the crime under the instruction of zamindars, which comes under the infringement of rules. Chaukidar is the person who makes the report of the crime, if the report is not correct, the result of enquiry must suffer.

Mohammad Aulad
Ali, Barabanki.

The Government should take the nomination in its own hands irrespective of zamindars' consent.

For suppression of crime, I would recommend the opening of a register in each village and report entered there and then and signed by zamindar and patwari before it is made at the police station.

QUESTION 34.—*Do the Civil Police at stations (i.e., the Investigating and Detective Agency) and the Rural Police (i.e., the Reporting Agency), work well together? If not, can you assign any causes for their failure to do so; and can you suggest any practicable measures for securing a more cordial co-operation between the two forces?*

In my opinion the Civil Police at stations (i.e., the investigating and detective agency) and the Rural Police (i.e., the reporting agency) do not work well together. It is an undeniable fact that the Rural Police Force (chaukidars) is the back bone of the Civil Police. On the activity, loyalty, and intelligence of the watchman depends, to a large extent, the success of the officer entrusted with the investigation of a crime. We look to him for counteracting the influence of professional thieves and burglars as he patrols at night. This useful body of public servants are so unjustly treated and their merits so little recognized and rewarded that they sink into the position of mere village drudges. Though the chaukidar takes a lion's share in the detection and investigation of the crime, the Civil Police take the sole credit, and he is thrown in the back ground. At present the only mode of rewarding a watchman's services is by petty rewards given to him rather unwillingly and in insignificant amounts, while the really valuable rewards are appropriated by the Police who could never have detected the crime for which rewards have been given without the watchman's aid and information, therefore a chaukidar loses heart and rather suppresses information of a crime by taking a small nazrana. Let the station Police be prohibited from treating him (chaukidar) as a menial, and

Najendra Nath,
Manda Estate,
Allahabad.

let his part in the detection of a crime be regularly reported so that his merit may be duly recognized. The most deserving of this class should be eligible for promotion to jemadarships of Rural Police, and be responsible for a certain number of villages. If the reporting agency receive fair treatment, and be not considered by the station Police as menials, the efficiency of their service will greatly increase.

M. Permanand,
Lucknow.

They do not work well together, and the reasons are—chaukidars here are generally pasis, they themselves and their relations are thieves. They conceal the thieves and commit offences themselves, and take part in them. If a chaukidar is a clever thief, he keeps his own village free from the commission of theft and allows the other villages to be looted. They do not receive their pay in cash from Government and they are paid with great difficulty by zamindars. The fields assigned to them are not sufficient for their livelihood and they are entirely dependent on the zamindars, and therefore they consider the Police duty a work without pay, but give satisfaction to zamindars. My suggestions for securing a more cordial co-operation between the two forces are given in my answer to question No. 33. The chamars who are already chaukidars are generally afraid of spirits (bhuts). They are in majority slaves of zamindars in Oudh and are also thieves. They do not recognise the Police officers as their supervisors.

Mohammad A n l a d
Ali, Barabanki.

The chaukidars are treated like dogs and cats by Investigating Officers. They do not work well together.

Rural policemen are not considered as Government servants as they are nominated by zamindars. If they be nominated by District Superintendent and promoted to the Regular Police, and liberally rewarded, then their position in the eyes of the Regular Police will be worthy of better treatment.

सत्यमेव जयते

QUESTION 35.—*From what castes do you consider that it is expedient to select village chaukidars ; and from what castes, in what number, and to what extent do you think that appointments should be restricted ?*

Edgar Hill, Mirza-
pur.

It would be a good thing if a better class of men were appointed as village chaukidars or goraitis, they would be less under the thumbs of the lower Police officials, and would be capable of better work ; but so long as the pay is so small, and the position so menial, (the native Police officers looking on them as coolies to fetch and carry for them,) good men cannot be obtained, and only low caste men will take the employment.

QUESTION 36.—*Do you consider that the system of paying village Police by jagirs has worked satisfactorily or the reverse ? Give reasons in support of your opinion.*

W. Haslett, Dehra
Dun.

I would advocate a uniform system of cash payment to the village Police (watchman) however small that may be instead of remuneration in grain or land. When a village chaukidar misconducts himself and it becomes necessary to remove him it becomes a matter of some trouble

to alienate him from the land, particularly if he has had it in his possession for many years. Besides the villagers do not give their good land to the chaukidars and the latter scarcely gets much from the produce of the inferior sort of land they get in remuneration for their services. The village watchmen are also apt to neglect their legitimate duties as watchmen and to look after the cultivation of their land and absent themselves at nights from their villages during harvest time to take care of their corn.

The jagir system which formerly obtained did not answer well. The chaukidar never found himself remunerated for his work. He was quite at the mercy of the zamindar so far as his jagir went. For his bare subsistence he looked to the asami. In support of my views I cannot do better than quote what a chaukidar repeated while going his nocturnal rounds :—

Ajudhia Par sh a d,
Shahjanpur.

“ Tankhwah na tehai senta ke sepahi,
Jago, jago mere bhai, main ne naukari bajai.”

I get neither pay nor the fractional allowance out of the crops. I am an unpaid sepoy. Awake, awake my brothers, I do my duty.

This shows the chaukidar could not gain much by his jagir which was of a mere name. Again the jagir would certainly interfere with his duties, as he must cultivate, reap, and watch his crops.

Yes.—But power should be given to pargana officers to put them summarily in possession in cases of illegal ejectment, and they should be made to feel that they hold the jagirs independent of the zamindar. Circles should be formed and one gorait should be appointed chaukidar, *i. e.*, he should hold his jagir and get chaukidar's pay as well.

Ram Antar Pande,
Joint-Magistrate,
Gorakhpur.

In Gorakhpur the size of the district is enormous, and if chaukidars replace goraites the former would be too few as it would be impracticable financially to sufficiently increase their number.

The system of paying chaukidars by jagirs is very nice. The complaint against this system has originated of late by some bad zamindars giving bad quality of land in smaller areas to their chaukidars. This can be remedied if the Tahsildars are told to see in each case that the jagir given to the chaukidar is sufficient. It may be held to be sufficient if it carries a rental of Rs. 36 a year at least.

Syed Ali Bahadur,
Tahsildar, Hardoi.

Jagir system is altogether bad. Pay system is better, on the following grounds :—

Gada Husain, Mafid-
dar, Fyzabad.

(1) A chaukidar who is the only man of his family would all day long be engaged in his fields, &c. in jagir system, and would be so tired in the night that he would not be able to discharge his duties. This I say from my experience that cultivators cannot do any other work in the night.

(2) If the produce of the jagir land is not good any year, then the chaukidar would try some other means of livelihood which would be detrimental to his duties.

(3) If he gives the jagir land to some other tenant, then it comes to the same thing for the rent can be given to the chaukidar as his pay.

(4) He would be engaged in his plough matters and would not work well as a chaukidar.

(5) It is probable that concerning the jagir land, there arise some misunderstanding between the zamindar and the chaukidar.

(6) In cash pay he will be able to regulate his expenses, and in jagir he would naturally remain quite poor for half of the year at least.

(7) If he has to support a large family, he will cultivate more land than his jagir, and thus would not remain a Police chaukidar but would become a perfect tenant.

(8) If he be dismissed in any part of the year other than Jeth (June) then wherefrom his successor would be paid, for the jagir would remain in his cultivation till Jeth or end of the year. It would be very difficult to realize the money from him to pay his successor, and hence I recommend pay system to jagir one.

QUESTION 38.—*What suggestions have you to make for remodelling the Rural Force in your district so as to render it more efficient?*

Durga Parshad, Deputy Collector,
Gonda.

The village chaukidars generally employed in the Alwar and southern territories of the Nabha estates belong to the well-known criminal tribes *Minas* and *Meos*, and they are allowed a liberal remuneration in each village partly by the public and partly by the estate as will appear from the details given blow :—

- (a) Salary paid by estate Rs. 4 per mensem.
- (b) Land allowed rent free by the estate from 10 to 20 bighas.
- (c) Watching fee of wedding parties paid by the father or guardian of bridegroom from Rs. 1 to 3.
- (d) Two-and-a-half maunds rabi grain for every well used for irrigation purposes, *i. e.*, for every hundred irrigated bighas.
- (e) Thirteen seers kharif grain per plough to be paid by tenants.
- (f) One maund bhusa or three seers cotton or tobacco, or one *kiari* (bed) carrot for every one hundred bighas, or the area generally irrigated by a large well.
- (g) The non-cultivating zamindars have to pay six seers grain per house per annum.
- (h) Other non-agricultural classes pay a rate varying from 4 annas to Rs. 2½ per house per annum.

2. The chaukidars are responsible to make their own arrangements for safety of the public, and they are bound to restore or to compensate

the property stolen, and at the same time to trace out the offenders. Should they fail in their endeavours the party robbed and the chaukidar have to nominate four persons in equal numbers to make necessary enquiries and to determine the value of the property stolen which amount so decided has to be made good by the chaukidar provided that if the chaukidar can really prove and trace out footmarks of the thieves leading into any adjacent estate his responsibility at once ceases then and there, and that estate in such a case has likewise to make good the loss.

QUESTION 39.—*Have you had any experience of criminal tribes, or wandering gangs? If so, state separately for each tribe or gang whether, within the last generation, there has been any radical change in their means of livelihood; if so, to what causes you would attribute it, and has the change been in the direction of honesty or criminality?*

I know from experience that sansiahs, kanjars, &c. are in the habit of wandering, and they lodge for weeks in some village. They plunder the surrounding villages under ten or twelve miles, giving them a lot of trouble. They commit not only thefts but dacoities which are not reported to the Police. Some times there is a Police Force with them, but they are quite useless. They are getting worse and more troublesome day by day. Formerly when the country was not disarmed they had much fear of being killed. Besides the village people used to beat them freely and snatch their beasts of burden, but now they have no danger of such kind and commit any act they like. The only measure that I can recommend to improve their condition is that they may be settled in some lonely place where there is no population, and I hope that after one or two generations they will be improved.

Lala Nihal Chand,
Muzaffarnagar.

About thirty years ago some Baweryas were gathered and settled by Mr. S. N. Martin, the Collector, in pargana Bidauli in this district.

They proved very troublesome to the surrounding villages and passers-by but the surrounding villages were inhabited by such castes as Ranghars and Gujars who could oppose them. Since then their condition is, I think, much improved. They are given to agriculture, though they have not given up their habit of thefts, but still it is practised on a limited scale. I hope their next generation will be much better. The lesson set up by this example should be taken an advantage of, and I humbly draw the attention of the Government to do something in that direction and relieve the poor people from this calamity.

I have some experience of the so-called criminal tribes, the kanjars and the sansiahs. The kanjars were a wandering and nomadic tribe, but latterly they have settled down and taken to agriculture and other pursuits, and the change has been in the direction of honesty. The sansiahs are almost in the same state as they were years ago, a wandering tribe. My opinion is that the present system of quartering Police on them who lead them on from one village to another making the tribe over to the next constable of the village and not allowing them opportunities and facilities to settle down is bad. I think if they are kindly treated and not hooted like outcastes

Pria Nath Banerji,
Bareilly.

and facilities offered them. They will settle down in a few years and lead honest life.

M. Tajamul Husain,
Honorary Magistrate,
Bareilly.

There are criminal tribes known as Dulerahs in a village called Goor-gayan in pargana Aonla, Bareilly District. They live chiefly by robbery and nominally by cultivation.

The young boys go to different towns to commit thefts, (pocket-cutting,) and when captured they are sent to reformatory school where they are trained.

There has been no radical change in their means of living as yet.

Durga Parshad, Deputy Collector,
Gonda.

The *minas* and *meos* are the chief criminal and professional offenders in this part of the country. A register of their families is kept up at each thana. The deaths, births and movements are duly registered by the Police. All over twelve years of age are bound to appear at the nearest thana or chauki once a week, and cases of absence are treated as penal. On their applying to visit the out stations on some private or domestic affairs they are granted a certificate in the following form :—

Name, father's name, caste, age, residence, size, description. Name of station intended to be visited, period of absence, remarks.

This certificate is duly attested by the officer granting it, and the Police officers on their way have to check and initial it like the railway tickets punched at important stations. If any certificate is found unattested the holder of the certificate is punished for breach of rules. On special occasions such as marriages or funeral ceremonies among the criminal tribes where as a rule a large gathering takes place, the officer of the nearest police station is bound to visit the place and to check the certificates. The persons found without certificates are forthwith arrested and sent up to stand their trial for absconding.

सत्यमेव जयते

QUESTION 40.—*Are you aware of any instances in which Police surveillance over time-expired convicts has been made an engine of oppression? If so, instance any such cases.*

Ulfat Rai, Mainpuri.

As a pleader of local bar I have come across cases in which I have been able to note the following points :—

(1) That the time-expired convicts are in constant awe of and league with the Police.

(2) That they are made instrument in fabricating false evidence and getting up false charges against innocent persons.

(3) They being in league with real offenders try to screen them, and in order to benefit themselves and their protectors (Police) become the means of getting up charges against innocent persons under Section 411, Indian Penal Code, and other cognate offences.

(4) When the Police under immediate pressure of finding out the property not being able of getting any help from these time-expired convicts send them up for trial.

QUESTION 41.—*Do you consider that the present system of surveillance over bad characters is open to objection? Can you quote any instances within your knowledge in which the system has led to oppression? Have you any measures to suggest with a view to maintaining a proper system of surveillance over such characters, and at the same time removing the abuses complained of?*

I do not consider that the present system of surveillance over bad characters is *effectual*. It is open to oppression by the constant worrying of the Police, in looking up the bad characters at their villages when out patrolling. Perhaps it would not be wise to make any very hard and fast rules in this matter. When a convicted felon is let out of jail, he perhaps finds it difficult to earn his bread, and we should afford him every facility by unfettering (as far as possible) his movements to earn his bread honestly. I would make the lambardars or headmen of villages primarily responsible for the care of bad characters; and would advocate the ticket-of-leave system now in force by enactment against certain *proclaimed* criminal tribes in India, extended to *habitual* offenders against life and property.

W. Haslett, Dehra
Dun.

(Chapters XII. and XVII., Indian Penal Code.) Such offenders, with *two* or more convictions, I would consider *habitual* criminals. Leave should be readily granted by the Police, instead of keeping the men loitering about the rural police station for days or perhaps weeks, performing menial work for the thanadar or other Police official. I made my officers note the *dates* of application and granting of the leave.

Yes, I cannot quote any instance within my present knowledge. The zamindar of the village wherein the alleged bad character resides should be the person to exercise surveillance over him instead of the Police, and be held responsible to the Magistrate of the district for all connected with the said bad character.

Ajudhia Parshad,
Shahjahanpur.

The rules laid down in Police manual are good if properly carried out. It depends a good deal on the Sub-Inspector in charge of the circle how he uses the power given to him. Some of the officers make the life of one entered in the register a burden to him by sending for him in every theft that occurs and also by calling him at night. An officer of good sense will make the distinction between different persons, and not treat the whole class in the same way.

Binda Parshad,
Court Inspector,
Allahabad.

The register is not also kept properly; some time in a large town inhabited by 100,000 men, only few names are entered, while in other small towns 30 or 40 names are put down. By keeping secret surveillance the object with which it is done is defeated. The surveillance should be kept openly and when a badmash leaves his home for another place information to Police of that place be given which cannot be done at present.

QUESTION 43.—*Have you found within your experience that it is difficult to obtain the evidence of respectable witnesses against known bad characters? If so, to what cause would you attribute the difficulty, and can you suggest any remedy?*

Respectable persons hesitate in giving evidence. To obtain evidence against known bad characters is really very difficult, because all respectable

M. Permanand,
Lucknow.

persons fear them having in view their life, respectability, and property. A few days ago, some known bad characters intimidated some witnesses that they should not give evidence. They thus committed an offence under Section 506, of the Indian Penal Code, and were convicted. It once so happened that the accomplices of a badmash committed a capital offence, and they were convicted. The respectable persons are afraid of them. The remedy of this is in the hands of the Police and the Magistrate. If the Police satisfy people (witnesses) and give them promise of support of their safety, and if the people are convinced that the Police officers are their supporters and enemies to the badmashes and that the Court has confidence in them, then under such circumstances it is not difficult to get evidence of respectable persons against known bad characters. In this district Mr. Mulock, the Deputy Magistrate, with the good arrangement of the Police, has been able to get evidence and convicted a lot of *badmashes*. There is some difficulty with the village *badmashes*. They are related to zamindars who themselves do not give evidence and prevent others to give evidence against *badmashes*. Some provision should be made in criminal law to punish such zamindars. The term for which a Magistrate can require a person to execute a bond with sureties under Section 109, Criminal Procedure Code, for keeping peace, being very little, and the provision of Section 110, being very limited, the Magistrate cannot deal effectually with known bad characters. There are now a lot of persons whose occupation is to cheat people in the following manner :—

By giving temptations to get money for and by some other plays, such as tapkabazi putlibazi, patta tash (playing cards) on public roads, and gambling &c. These persons commit theft. Some persons keep a common gambling house and derive good profit by taking commission (nal). Owing to defects in Act III. of 1867, they can very rarely be convicted, although it always becomes evident they have no other means of livelihood than gambling. They dispose of stolen property. It is the gambling house that gives rise to bad acts. The Police and the Magistrate can do no harm to them. If by chance any body is convicted the sentence passed upon him is so light that it has no effect either on him or his associates. The term for which a Magistrate can require a man to execute a bond for good behaviour should not be less than three years. If the Magistrate require any person to execute a bond for a longer period, sanction should be taken from the Sessions Judge.

Imprisonment is advisable because in the first place it would be very difficult to keep a strict surveillance similar to that prescribed in the case of the proclaimed criminal tribes, and secondly the surveillance Police would have to be increased and a separate *abadi* set apart for such persons in every district. Taking the above fact into consideration, how would it be possible to keep an eye on 400 or 500 bad characters. By a sentence of imprisonment they can be precluded from committing theft and other offences. It is said that such men remain under pressure till the term for which they have been required to find surety or execute a bond lasts. But it has often happened that the wife or some other relation of the accused deposits a sum of money with the surety equal to that for which he binds himself. In such a case no pressure is brought to bear upon the

accused by the surety. On the contrary the accused subjects himself to the surety's will and gives a large share of his illegal earnings. It is necessary that the surety should be a good man. The Police should see that he is not a companion of the accused and also that he will be able to keep the accused in order.

QUESTION 44.—*What is your opinion regarding the efficacy of the provisions of the Criminal Procedure Code for taking security for good behaviour, with special reference to Section 110 relating to habitual criminals? Do you consider that these provisions are sufficient to enable Magistrates to deal effectually with this class? If not, what are the defects in the system, and what remedies can you suggest?*

In my opinion these provisions are very efficacious, but I do not consider them sufficient especially with reference to Section 110, Criminal Procedure Code. I have noticed the following defects in the system :—

Pandit B. D. Joshi,
Deputy Magistrate,
Shahjahanpur.

(a) Inability of a Magistrate to commit an habitual criminal to imprisonment, on his failure to give the required security for good behaviour, for a period exceeding one year.

(b) Investing the Court of Sessions, which from the very constitution of it can have very little or no knowledge whatever regarding an habitual criminal beyond what can be gathered by it from the record submitted to it, which has no preventive authority vested in it; which only deals with crimes actually committed and proved, and which has no concern whatever with the general management of the district with the power of examining the proceedings of a Magistrate, which at best are based on hearsay evidence, reasonable suspicions, and not unoften on the Magistrate's personal knowledge, and of passing such orders thereon as he thinks fit.

I would rather give the Magistrates mentioned in Section 110, Criminal Procedure Code, the power of sentencing an habitual criminal for failure to give security, to imprisonment for two years, and thus curtail the period for which security can be demanded, than make it compulsory for him to submit his proceedings to the Sessions Court for confirmation when such criminal has been ordered by him to give security for a period exceeding one year.

I would not disturb Section 406, Criminal Procedure Code. I would restrict the power of reference and revision given to the higher Courts, in Sections 435, 438, and 439, Criminal Procedure Code, with respect to Section 110, Criminal Procedure Code, only (quoting Justice Markby) to "cases requiring the exercise of discretion" in which it "appears upon the face of the proceedings that the Magistrate has exercised no discretion at all, or has exercised his discretion in a manner wholly unreasonable."

The end of punishment is reformation, and bearing in mind that the object of taking security for good behaviour is the prevention, not the punishment of crime, I think the method has failed. No sooner the period for which security is taken from a habitual criminal is over he reverts to

Nagendra Nath,
Manda Estate,
Allahabad.

his former pursuits. To this class of men life in jail is not so distasteful and deterrent that they "recoil from the prospect of re-entering the abode of their misery." After the expiration of the term of confinement in default of security, a second security cannot be demanded except upon new proof of bad livelihood. Security can be taken for a definite period only which cannot effect any reformation in their character. Strict Police surveillance will in my opinion work better than taking security.

Bindeshwari Parshad,
Deputy Magistrate,
Ghazipur.

I do not think the habitual criminals can be effectively dealt with.

The defects are :—

(1) The intricacy of the procedure. Perhaps the procedure of warrant cases ought to have been sufficient.

(2) The invariable fixing before hand of a maximum punishment prior to any trial at all.

(3) The formal drawing up of a proceeding which is equivalent to a charge prior to any enquiry by Court or hearing the witnesses for the prosecution.

(4) The technicalities of the case law on the subject (contained in page 111). In one case the High Court ruled that a bad character should not be sent to jail even after the conviction prior to his having an opportunity of finding out the requisite security. I know two cases, where time was granted to find out sureties, and during this interval the culprit misused the opportunity by lying in wait and assaulting the convicting Magistrate.

(5) The section omits power to require security from persons "of notoriously bad livelihood or of a dangerous character," or "of a character so desperate and dangerous as to render his release without security hazardous to community." Such power was given in former enactments. The section also loses sight of the distinction between men who are robbers, &c. *by repute* and men who are proved to be habitual robbers, &c.

(6) A new class of crime is now-a-days committed by bad characters, *viz.*, of cheating by *tapka* system. I found this crime in all the districts in which I have been. Bad characters haunt public roads and thoroughfares a short distance from the city or the market place. One goes ahead of a stupid passer-by and drops a bit of trash within the sight of the passer-by who picks it up. A second man then comes up and claims his share in the thing so found. He calls the trash pure gold or silver, and the passer-by then arranges with him the share. The bad character then agrees to take a few rupees in cash and let the passer-by have the so-called gold or silver ornament. The sum is paid, and shortly after the passer-by finds that the ornament is nothing but brass of a few pice value. I have had plenty of such cases and found that convictions could be secured with difficulty, the Police having no hand in the cases which fall only under Sections 417 or 420 of the Indian Penal Code. It is extremely desirable that such characters be called to give security for good behaviour and a provision made under Section 110, Criminal Procedure Code.

(7) Another class of crime is to invite people to gaming when the first few favorable chances are given to the person invited and then he is in fact robbed.

(8) The Section 54 of the Criminal Procedure Code empowers a Police officer in clause 2 to arrest any person having in his possession any implement for house-breaking, but the law is no where clear how such a man is to be dealt with. Sections 109 and 110 are too vague to embrace any cases of this kind. The above defects can be remedied by legislation and the procedure simplified.

Section 110 of the Criminal Procedure Code is in my opinion quite sufficient to deal with habitual *badmashes*. If the Police officers report every such man and the Magistrates take prompt notice of them, I am sure there is nothing to stand in the way. It would however be better if the orders of District Magistrate under Section 110 were final.

M. Aziz - u d - d i n
Ahmad, De put y
Collector, Mir za -
pur.

Note.—I would also add that persons who may be habitual *badmashes* and assault respectable people at the instance of others and without any intention of committing extortion, be also included in the list of persons required to give security for good behaviour. This addition will be useful for cities like Mirzapur and Benares where professional *badmashes* put respectable people in fear of injury or assault on high ways.

QUESTION 45.—*If in lieu of imprisonment, in default of furnishing security for good behaviour, Magistrates were empowered to order a suspected person to be subjected to strict surveillance, under rules similar to those prescribed in the case of proclaimed criminal tribes, do you consider the alternative would be of practical advantage, and would it be utilized by Magistrates?*

I think that strict surveillance instead of imprisonment in default of furnishing security for good behaviour will be of great practical effect, and will prevent the suspected persons from following their former modes of life. Whether the Magistrates would utilize this method or not I cannot say, but I believe it will recommend itself to every right-thinking man.

Nagendra Nath,
Manda Estate,
Allahabad.

The present system of sending to jail persons suspected of being of bad livelihood is highly reprehensible. In many cases I have seen persons who were never convicted of any offence before, were, on the hearsay testimony of enemies that they associated with alleged criminals, sent to jail on their being unable to furnish security of zamindars to the extent demanded, which is often exorbitant. It is revolting to all sense of justice and fair play, to be convicted of no crime but to have to go to jail. I think Government should issue a circular that no man who has not at least been once convicted of theft, burglary, &c., should be suspected of being such a *badmash* so as to be sent to jail. Nothing hides the incapacity of the Police so much as the extensive exercise of the dangerous powers given to the Magistrate under Sections 110 and 118, Criminal Procedure Code. And whenever those powers are exten-

Bepin Behari Bose,
Lucknow.

sively used, the Police find a good opportunity. Strict surveillance, as proposed in the question, is better than the present system. I don't see why it should not be successful or why the Magistrates should not prefer it to the practice in vogue. Some Magistrates are however very fond of sending men to jail.

QUESTION 46.—*Can you suggest any practicable method for improving the present system of identifying habitual criminal: either by the use of photography, anthropometry, or by any other means?*

Jala Nehal Chand,
Muzaffarnagar.

The use of photography and anthropometry will not do, firstly, because the criminal may change the appearance of his face so that he cannot be identified; secondly, because the picture may faint after some time; thirdly, because it will be very expensive to take good pictures; fourthly, the pictures will be confined in certain places. Therefore I suggest that in certain crimes a certain mark may be tatooed on the wrist of the criminal. In India women of low castes are accustomed to mark their ladies by this means for the sake of beauty, and therefore it appears that it will not be painful to the criminals to become tatooed. But this should be considered a part of the punishment, and the officer trying his case should pass special orders about it. It also should be decided in what class of crimes it should be practised. I will name theft, dacoity, and adultery. This punishment will be more effective than any other punishment in preventing crime.

M. Parmanand,
Lucknow.

I would suggest to take photos and write down permanent marks and features of habitual offenders—also stammering—and use of anthropometry. Mr. Hobart, the late Inspector-General of Police, introduced a system that the policemen may go every week to jails and see the prisoners there. It proved to be of no practical good. On the contrary there was fear of the prisoner's abusing the policemen. The above method will be of some use, if the policemen were not except on fault to be soon transferred from one thana to another. They will then by their long residence in one thana (station) be able to identify the habitual criminals. On the occasion of an inspection of a thana, the policemen should be examined in—

(1) their experience of the police station.

(2) knowing the names and features of the released prisoners and habitual criminals.

If the inspecting officer will also put questions to the persons subordinate to them, the method of identifying habitual criminals shall be greatly improved.

ABSTRACT OF EVIDENCE

OF

CERTAIN WITNESSES.

Evidence given by the Hon'ble D. Straight, Puisne Judge of the

High Court, N.-W. P.

Thinks it would be a good plan to borrow from the Native Army for some of the appointments; and would also recruit from men who have just missed passing the open competition for the Indian Civil Service or the British Army.

Recruitment of
Gazetted officers.

Would bring out very strongly the evil of putting young and untrained officers in charge of districts.

Is in favor of holding out to District Superintendents the prospect, if they wished it, of obtaining Cantonment Magistracies, or similar posts of a magisterial description.

Adds that District Superintendents should have assigned to them some definite standing in the table of precedence. Would suggest that they should be ranked with military officers after a certain term of years.

Is very strongly in favor of drawing a hard and fast line between the lower subordinate and the investigating staff. Thinks that only proved ability and meritorious service should render a man in the lower subordinate grade eligible for promotion to the investigating staff, and would have all such promotions made through a training school. In giving nominations for the investigating staff, would have no hard and fast rule prescribing any particular educational test, but would give a distinct preference to candidates who had passed such a test, especially in English. Strongly approves of the establishment of a training school for candidates nominated for appointments to the investigating staff. As regards the scheme of education at the training school, would devise some scheme for the encouragement of a knowledge of English, such as giving prizes or extra marks in the examination for such knowledge. Would also instruct the scholars in Hindi, surveying in the shape of plan drawing, and precis and diary writing. Points out that the way special diaries are now written causes an immense amount of inconvenience to the Courts both on account of their involved style, the extraordinary language used, their prolixity and the irrelevancy of much of the matter contained in them.

Recruitment of
Inspectors, Sub-
Inspectors, and
Head Constables.
(Question 1, Pt. I.)

Is strongly opposed to any extension of the 24 hours rule. Says that when the Act was passed the consensus of opinion was very strongly against any longer period being fixed. Is very much in favor of the English

Detention of accus-
ed persons by the
Police, § 61, Civil
Procedure Code.
(Question 10, Pt. I.)

system of sending up with the prisoner sufficient evidence to justify a remand and has often before now in his judgments advocated the introduction of this system. Thinks the onus should be thrown more on the Magistrate than it is at present.

Powers of District Superintendents of Police with reference to chalangas, § 170 and 173, Civil Procedure Code. (Question 11, Pt. I.)

Is in favor of giving District Superintendents the powers alluded to in this question.

The advisability of a separate detective Force. (Question 12, Pt. I.)

Thinks that the system of having a special Department for criminal investigations, though it may work well in England, could not be introduced here. Does not think a separately recruited and maintained detective force would be of any use in India, even if it could be organized, which he gravely doubts.

Suggestion to make enquiries into certain classes of cases dependent on the wish of the complainants. (Question 13, Pt. I.)

Thinks that inquiries into petty cases against property might ordinarily be made dependent on the wishes of the complainants. Would issue instructions to the Police specifying the classes of cases in which local investigations need not be made unless specially asked for, but would on no account fetter the discretion of the Police, as petty cases might occur in which Police action, even though not asked for, would be necessary in the interests of the public. Does not object to the line being drawn at the money limit and generally in accordance with the rule now in force in Moradabad.

Substitution of other tests of Police work in lieu of percentages or averages. (Question 14, Pt. I.)

Agrees that the present tests by averages should be done away with, except as indicating the value of the work of the whole Police Force as a body. Would lay down no hard and fast rules for judging of the work of individual officers, as the Police would in that case direct their attention to those particular points and neglect others of equal or perhaps more importance. Would judge of each officer on the annual reports of his immediate superiors, the District Superintendent of Police and the District Magistrate.

Should the offences of theft and receiving stolen property be made bailable? (Suggestion received in reply to Question 15, Part I.)

Is of opinion that cases of theft and receiving stolen property (Sections 379 and 411, I. P. C.) when triable summarily under Section 26, Criminal Procedure Code, *i.e.*, cases under a limit of Rs. 50 might be made bailable, *except* where the accused is known to have been previously convicted of any offence mentioned in Section 75, Indian Penal Code, or to be a member of a criminal tribe, or to be at large under recognizance to be of good behaviour. In the cases mentioned in the proviso, would maintain the ordinary rule as contained in Sections 169 and 170, Criminal Procedure Code,

Points out that this suggestion would involve an alteration of the law as contained in Sections 170 and 497, as well as the schedule attached to the Criminal Procedure Code.

Considers that instructions should be issued to the Police to be careful to take substantial bail in these cases.

Adds that having regard to the fact that the line between stealing and receiving is often difficult to draw, and as under the latter section knowledge or reason to believe property has been stolen, which is found in the

possession of a party accused, is an essential ingredient of the offence, about which at the time of the charge being made, the Police may be in a difficulty to form an opinion, thinks that they might have discretion given them generally to admit to bail when the charge is under Section 411.

With regard to the offences mentioned in Sections 341 and 342, Indian Penal Code, thinks they should be made non-cognizable.

Does not approve of any hard and fast rule on this point. Thinks manuscript reports might and should be encouraged by every possible means, but would on no account make them compulsory.

Suggestion that first reports should be made in writing. (Question 16, Pt. I.)

Thinks that a knowledge of English should be made obligatory for all Court Inspectors, and that they should be made to pass the Judicial portion of the pleader's examinations. This could be arranged with the High Court.

Court Inspectors as the prosecuting agency in Magistrates' Courts. (Questions 17, 18, and 19, Part I.)

As regards the question of Court Inspectors prosecuting in the Session Courts, is strongly averse to the practice on the ground that Court Inspectors are still policemen, and that it would be objectionable to have a policeman prosecuting cases before the Judges. Thinks the Judges would object also.

In order to more effectually check the operations of members of proclaimed criminal tribes, suggests the following amendment of Section 401, Indian Penal Code, based on the provisions of 34 and 35 Vic. Cap. 112, Section 7.

Surveillance of Criminal Tribes and Habitual Offenders. (Questions 41-45, Part I.)

Whoever *being a member of a proclaimed Criminal Tribe or of any wandering or other gang of persons associated for the purpose of habitually committing theft or robbery, and not being a gang of thugs or dacoits, is found in any place whether public or private under such circumstances as to satisfy the Court before which he is brought, that he was about to commit, or to aid in the commission of theft or robbery, or was waiting for an opportunity to commit or aid in the commission of theft or robbery,* shall be punished with rigorous imprisonment, which may extend to seven years, and shall also be liable to fine.

Note.—The words in italics constitute the proposed amendment.

Is strongly in favor of surveillance for habitual criminals, and thinks that in all cases of conviction for receiving stolen property, the convicting Court should have discretion to direct that the person convicted should, on release from jail, be subject to surveillance for a term not exceeding five years.

Would amend Section 110, Criminal Procedure Code, by omitting the words "in order to the committing of extortion habitually puts or attempts to put persons in fear of injury" and substituting, the words "habitually commits criminal intimidation, insult or annoyance."

With regard to Section 112, Criminal Procedure Code, is clearly of opinion, that the statement in the preliminary order of the amount of security and the number of sureties required, is highly inconvenient in all cases, whether for the peace or for good behaviour, and that the preliminary order should be limited to a brief statement of the information on which it is based, and notice to the party to appear and show cause. Thinks also

that when, after hearing, a Magistrate has made up his mind as to the nature and amount of the security required, an opportunity should be afforded to the party to obtain such security, by naming a date on which he is to appear in Court with it, and allowing him to go at large till that date, taking such security for his appearance on that date as may seem necessary.

Punishments in the
Police Force.
(Question 8, Part II.)

Suggests that District Superintendent's hands should be freed as regards minor departmental punishments, such as extra drill, &c. Would use the punishment of fine as little as possible, and would introduce some military punishments, such as cells, back drill, &c.

Also suggests that Government should be moved to amend the 2nd clause of Section 8, Act V of 1861 by omitting the words "suspended or," and after the word "otherwise" introducing the word "permanently" removed, &c. so as to allow of officers or men temporarily suspended, remaining amenable to the provisions of the Act during the period of such suspension.

Evidence of Mr. H. Vansittart, Advocate, Saharanpur.

(1) Organization of
Civil Police.

Considers that the defects in the organization of the present Civil Police Force are two-fold:—First, that they are all promoted from the ranks, and second, that the subordinate officers are not treated as they should be by their superiors.

With reference to the first point, he points out that promotion from the ranks has been found not to answer in the native army. It is, he considers, an equal if not a greater mistake in the Police. To remedy this defect he would make the Police an Imperial Service, would separate the staff of investigating officers entirely from the subordinate grades, and would recruit for the superior grades from Sub-Inspectors upwards through a training school. Is of opinion that the school should be established on the same lines as the Royal Military College at Sandhurst, entrance to be by competition open to all classes European, Eurasian and Native. Candidates who have passed the open competition to be allowed to choose their own line and to obtain by passing examination appointments in the non-commissioned ranks of the native army, and in the armed and Civil Police from the lowest grade of investigating officers up to and including the grades of gazetted officers. Would keep the gazetted grades for Europeans only (see *infra*.)

On the second point observes that Police officers should be treated as gentlemen. His experience is that they are badly treated by their officers, disrespectfully treated in Court, and employed in all kinds of work not pertaining to their regular duties. It is in his opinion absolutely impossible for men thus treated to have any respect for themselves, or to be either straight forward or trustworthy.

If a better class of Police officer is required, and it undoubtedly is, would recommend two courses, (1) stoppage of promotion from the ranks ; and (2) recruitment of better class of District Superintendents.

On this point Mr. Vansittart makes the following remarks :—

(2) Recruitment of District Superintendents, Police.

He would stop entirely the present system of nomination to the gazetted grades of the Police.

Objects to importation from England, as it is essential for District Superintendents of Police thoroughly to understand the people, their character, ways, customs and language. Says, all officers who have not this knowledge, are in the hands of their native subordinates.

Does not approve of borrowing from the native army, as officers, though they may be good disciplinarians, have had no training as detectives.

Would not employ young Civilians as District Superintendents of Police. The same objection would apply to them as to men recruited by competition or selection in England.

Would have all District Superintendents of Police Europeans and gentlemen.

Thinks the only way to obtain the class required is to make the Police an Imperial Department, and establish an Indian Sandhurst, (see answer 1).

Says that the Police are now looked on as enemies of the people, whereas they should be their friends. They are now shunned instead of being looked to for assistance. Puts this state of affairs down to several causes.

(3) Methods of Procedure of Civil Police.

(1) Incapacity, want of judgment, &c., on the part of the magistracy, especially the subordinate branch.

(2) The unwillingness of witnesses to come into Court.

(3) The way in which the Police work is tested, and promotions are made in the Force.

With regard to the first, remarks that nearly all the charges of dishonesty against the Police can be traced back to incapacity or worse in the magistracy. The tendency of the Courts is to work up any cases in which the Police are implicated on the ground that any notice taken of them, would tend to weaken the hands of the executive. Considers that the police should be entirely separate from the Magistrate. At present the District Superintendent has but little power and is not respected, as the subordinate police know they have a right of appeal to the Magistrate. That official being investigator, prosecutor and Judge in one cannot find fault without blaming himself, the result is obvious. Thinks that constant adjournments are a fertile source of corruption. Would have all criminal cases tried at Head Quarters and without delay. Says that what with delays, adjournments, having to follow about peripatetic Courts and other harassments, it is better for people to square the Magistrate than to employ vakils. Does not think the class of Deputy Magistrates has improved of late years. Adds that the appointment of incompetent Honorary Magistrates does an immense amount of harm. 357

Instances the case of Dhamin and Nathu, vs. Lachhman Singh, Sub-Inspector.

With reference to the second point—Puts down the unwillingness of witnesses to attend Courts partly to delays, adjournments, having to follow officers about in camp and other harassments, and partly to fear of prosecution should their statements not correspond with those in the Police diary. To remedy this last, suggests that the amendment of Section 161, Criminal Procedure Code, by the omission of the word “truly,” from the second clause thereby reverted to the old law as contained in Section 119 Act X, 1872. Would also make the Police diary a confidential paper to be seen neither by the Court nor either of the parties, but only accessible to the Investigating Officer to refresh his memory while he is under examination.

On the third point, *viz.*, the tests of Police work, the witness remarks that no Police officer can act honestly so long as his promotion depends on his returns of crime reported, investigated, and convicted. So long as this system is maintained, he must, to save himself, keep up the number of reports, investigate all kinds of petty cases, and fabricate false ones. Would do away with these tests altogether, and judge Investigating Officers by the character of the work done by each. Thinks these returns can always be fudged, instances a case in which thieves broke open a dressing case value Rs. 1,000, and stole therefrom the silver tops of some of the fittings, value Rs. 20. The Investigating Officer's entry in the diary ran “value of property stolen Rs. 1,000,” “value of recovered Rs. 980,” “unrecovered Rs. 20.”

(4) Police mal-
practices.
(Taking fees for
writing first re-
ports.)

Says, the Police often demand eight annas or one rupee for writing reports, and as often as not, if a complainant comes to them in the heat of anger, advise him to think twice before making a report which he cannot substantiate; but is of opinion that the Police seldom refuse to write a report altogether, or if they do the complainant at once rushes off to the nearest Magistrate and lodges a complaint.

Would encourage written reports, but does not think they could be made obligatory.

Annoying the peo-
ple by inquisi-
tive enquiries in
petty cases.

Thinks this is very prevalent, but would not give complainants any power to regulate inquiries. Is of opinion that the real remedy lies in the introduction of a better class of Investigating Officers and the abolition of the tests by percentages.

Fabrication of cases.

Says false cases are got up by the Police, chiefly under Section 411, receiving stolen property and stolen cattle. With regard to the latter, recommends careful supervision of slaughter houses, but does not think registration of sales of cattle would do any good, as the system would give rise to all kinds of fraud, and would ultimately become compulsory.

Is very strongly in favour of the extension of bail as a means of stopping fabrication, both by the Police and the people. Would adopt the French system, and allow Magistrates to take bail in all cases classed as “debts.” Would also largely extend Police powers in this direction, certainly to all cases under Section 411, Indian Penal Code, if the accused was known.

Considers that the people themselves get up just as many, if not more, false cases than the Police. Puts this down to the state of the Civil Courts, the expenses and delays in which, put them entirely out of the reach of the ordinary class of suitor, and force men to have recourse to the Criminal Courts. Asserts that quite three-fourths of the petty cases now tried in the Criminal Courts, would be taken into the Civil Courts were the procedure less tedious and expensive.

Would like to see the French system introduced, by which a criminal sentence and a civil decree for damages can be obtained simultaneously from the same Court.

Says that nothing is easier than for a dishonest Police officer to alter a first report and threaten the complainant with a prosecution for perjury if he does not substantiate the facts as entered. Considers that this practice gives rise to much concealment of crime, and also to many false charges. Notices the practice of taking notes of evidence given at investigations, subsequently altering the facts as stated, and then threatening a prosecution if the evidence given in Court does not tally with the record of the Police.

Alteration in first reports and fabrication of evidence at Police investigations.

Suggests as a remedy the alteration of Section 161, Criminal Procedure Code, so that there can be no prosecution for perjury on a record of a Police investigation, and suggests again making the Police diary a confidential document.

Is very strongly of opinion that the law regarding prosecutions for giving false evidence requires alteration. Says that perjury, an offence which requires to be dealt with most quickly, takes longer to punish than any other in the code. Points out that what with having to obtain sanction to prosecute and afterwards waiting for appeals from that sanction to be decided by the Judge and the High Court, it takes sometimes a year and a half before the charge can be preferred; the facts have by that time been forgotten by the witnesses, and the case breaks down, or the witnesses and complainant are squared, and the case never brought forward at all. Says that not 10 per cent. of the prosecutions sanctioned, ever come to anything. Notices also the High Court ruling that every man prosecuted for perjury should be tried separately. Says this causes great hardship to all parties. Is of opinion that if the facts constituting the perjury are the same, all the accused should be tried together. Would do away with the system of sanction for prosecution for perjury, and would instruct all Magistrates to order prosecution, in cases where they are of opinion that perjury has been committed. Would also take recognizances from the prosecutor to bring the charge within one month, and would in such cases allow one appeal to the Judge only, and no further. Thinks this would have a great effect in stopping false charges and false evidence. At present so great are the delays that perjurers can always escape by paying the opposite side.

Disapproves of giving the District Superintendents power to discharge witnesses sent up by the investigating officer. Thinks it would lead to cases being put before Magistrates entirely from a Police point of view.

Prosecuting agency.

Says that the general tendency both of Court Inspectors and District Government Pleaders is to support Police action, and slur over Police iniquities.

Thinks the present class of Government Pleaders is bad, and that under the present system the best men are not obtainable.

Does not approve of Court Inspectors prosecuting at all, let alone up to the Sessions Court. Thinks they always try to uphold the action of the Police rather than to obtain real justice.

Would however maintain Court Inspectors for the prosecution of the less important cases, but would have a Public Prosecutor, either a good pleader or a junior civilian, for every district or group of three or four districts, to supervise the Court Inspector's work and to prosecute in the more important cases. Thinks this would be very good training for a junior civilian.

Nomination of chau-
kidars.

Would allow the zamindars nomination system to continue.

Responsibilities of
zamindars.

Would increase the responsibilities of resident zamindars and would insist on all non-resident zamindars appointing a responsible agent in each village. Thinks zamindars are always aware of the movements of bad characters in their villages. If they plead ignorance, would put the burden of proof on them.

Adds that burglaries and dacoities are in his opinion chiefly due to high assessments, which drive both zamindars and tenants to crime to defray their revenue or rent.

Deplores the fact that the land is passing out of the hands of the martial classes into those of money lenders, &c.

Surveillance of ha-
bituals.

Would give Magistrates power to order surveillance as a punishment in addition to a sentence of substantive imprisonment, either on first or subsequent conviction of certain classes of offences.

Would have several classes of surveillance of varying degrees of security, and instruct Magistrates to specify the class and period of surveillance in their orders. The order to be appealable, as forming part of the substantive sentence, in the usual course.

Thinks the present system is simply crushing on a man once convicted. He is ever after the slave of the Police. Says if the Police employed in investigating a crime, cannot find the real culprit, they have a habit of sending up for trial the first previously convicted offender they can lay hands on.

Bad characters,

Disapproves entirely of the provisions of Section 110, Criminal Procedure Code. Thinks they are terribly abused. Would do away with that section altogether, as it puts men absolutely under the power of the Police, and is often misused by the Magistracy.

Difficulty of obtain-
ing evidence of
respectable wit-
nesses against
known bad char-
acters,

Thinks the real clue to this lies in the unequal position of the parties as regards their women kind. Says that if a bad character is pitted against a respectable man, he at once summons the women of his adversary's household. Instances a case in which a respectable client gave up a just claim of Rs. 50,000 to avoid having his womenfolk summoned. Considers that something should be done to stop this. Would suggest that the evidence of all women should be taken by commission.

Evidence of Captain F. C. Chapman of Baiti, Partabgarh District.

As a rule I should promote from the lower grades.

The pay is not sufficient, but even if raised one or two rupees, I do not think the extra pay would signify. What I want is, to see the pay, as it is, given in full, no stoppage of any sort, for anything, and each district should have a fund to pay for all extras supplied to constables, and to liberally reward any conduct at all out of the run of duty. I consider money spent thus would go much further than if given as extra pay. No. 7.

I get men for chaprasi work on my estate on Rs. 3 or 4 per mensem, but then they get pickings of course and they live at their own houses, and I can't say what their actual income really is. I should recommend localising the Police and so get a better class of men. One objection to the service is the being sent off to a distance. I would not object to men serving in their own district, the division might be made the area. I don't think that under the present conditions of service, raising the pay of constables would effect any improvement.

I do not remember hearing or knowing of any case in which the Police investigating have not taken money. Of course I have not been actually aware of money passing, but the thing is so general, that in my mind, I am certain it is the universal custom. In fact I am doubtful if it does not repress and diminish crime. The zamindar is so certain, the Police will take all they can get, that even if he, or his, do escape jail, the first outlay is certain. Thus he, and his chaukidars keep a good look out to prevent crime. The only measure for correcting these cases is more supervision by tried and proved officers and Magistrates who have energy, and will take up such cases, and make examples of the offenders. I have only known one such case punished lately, and that was on my own property, and the Magistrate, a man of exceptional energy, was on the spot. I brought the matter to his notice, he promptly took it up, and the constable was sent to jail for a year. Had there been no such aid at hand, I should have thought twice before I sent the case 40 miles to the station, unless I could have gone myself to watch it. Even then I should I think have paid the Rs. 5 myself rather than face the postponements. Each of which meant a journey of 80 miles, that almost always occurs in criminal cases. These are a great curse and should be stopped ; also I would reward and promote, as alluded to in my answer to No. 7. No. 14.

I should have a Public Prosecutor in all cases, and not allow the Court Inspectors to conduct the cases. Although I do not see how Court Inspectors can be abolished in the District Officer's Court. No. 17.

I would make no alteration. I consider the introduction of other castes a most correct thing, where a pasi chaukidar has been unmistakeably convicted. If the District Superintendent of Police considers the chaukidar dying was a good man, I should *always* give the appointment to his son or relative. No. 31.

I do not consider, now the chaukidar gets his pay outside the zamindar, as in Oudh, that he is unduly influenced by the zamindar. No. 32.

No. 35. I consider it a fatal mistake to, as a rule, ignore the caste, that has from former times furnished chaukidars, I should act as in the first part of reply to No. 31, in case of proved misconduct.

No. 36. If the chaukidar is paid cash, he always gets land to jumma-bandi value; his position is very good. Rs. 36 pay or that in land, and the one seer of flour he receives per plough is a good income, when he has pickings in addition. I grudge him nothing. A contented chaukidar makes a contented village. There is no doubt he is the unit of the Police system. So much is the situation valued, that I have been credibly informed that the nazar to the thanadar, &c., on the appointment of the chaukidar is Rs. 25.

In Oudh the pasis are usually the chaukidars, and they are perfectly to be trusted as chaukidars when trust is placed in them. The jagir system is a good one, and I am against the alteration of it. They get pickings besides their land, *i.e.*, $2\frac{1}{2}$ seers for each plough, &c. A nazar of Rs. 25 or so is usually paid to the Police on appointment. Pasis never steal in their own village. They plunder elsewhere and share with their own zamindar. Nearly all my chaukidars are Pasis. In Allahabad and Partabgarh the pasis should be kept on as chaukidars, except under special circumstances.

The fact that a chaukidar has land does not in any way interfere with his work. Even when paid in cash they get just as much land as before; and it was quite unnecessary to give cash wages at all.

No. 41. I consider the position of bad characters cannot be made too irksome, and I only wish them to be more oppressed than they are.

In surveillance, proposed in substitution for imprisonment in the case of badmashes, one result would be that the habitual would have to pay the Police and chaukidars who watch him, and would accordingly have to steal the more. The requiring of an habitual to report occasionally at the thana, or visiting him at the village, would not be any good. If he was harassed by being made to appear at different places at stated times, some good might take place.

My idea is to restore the authority of the zamindars and give them extensive Police powers.

No. 42. I consider a man an habitual offender after two convictions.

No. 43. Respectable witnesses will only willingly come forward when they have confidence in the certainty of protection from the bad character; this is very far from the case at present, but will come with more frequent supervision, at the hands of tried Inspectors, &c.

No. 44. I consider these provisions are sufficient if the officials are protected and not treated as a District Superintendent was, on a recent occasion, by the Lieutenant-Governor of the Punjab.

No. 45. I consider no rules can be too strict that tend to make the position of the habitual offender more irksome.

No. 46. I should brand them with a hot iron.

Having to the best of my relief answered such of the questions as I had knowledge of, I earnestly beg the Committee to turn its attention to the annulling, as much as is possible, all reports and *nukshas*. I have known one or two Inspectors-General and many District Superintendents, one and all, have groaned over each spare moment from district supervision being taken up by the preparation of some return. Some young member of the Secretariat, whose sole idea is the preparation of *nukshas*, and the aim of whose life is to spring a new one upon the already overloaded Government servant.

The District Superintendent should be a man capable of at any moment mounting his horse, and riding to the scene of any heavy crime.

Directly the District Superintendent became unable to do this, I should draft him into the *lower* ranks of the Deputy Collectors.

I consider the young officers appointed by the recent Lieutenant-Governors, the stamp of men required, and I am against *too much* examination. The principal qualification for a Police officer is to often and unexpectedly visit his outlying thanas, and he must be able to read and write Persian and Hindi. In all cases the young officer should enter as an Inspector, and not be promoted in any case until he could read and write Hindi and Urdu.

I consider the young officer should be kept in the Inspector grade, until he could do as above, and had proved himself more worthy of promotion, than the older hands. I should leave as much as I could to the District Superintendent, placing all office work, and all writing, other than the yearly report, in the hands of an Inspector, to be styled Personal Assistant to the District Superintendent.

I think officers of five or six years' standing taken from the Native Army for service as District Superintendents of Police would make excellent Superintendents. I would not specify any time for their Civil employment. After ten years it would be rather difficult to get their regiment to take them back again.

Candidates for the Civil Service who have just failed to pass might also be very good officers, but it is doubtful if they would accept such posts.

I have no objection to the young fellows who have been recently appointed, but I would put them on lower pay and knock them about more, give horse allowance, and not give them charge of districts until they have had longer service.

I don't think the investigating staff capable of improvement as things stand, and with the present staff people prefer that investigations should not be made, because it means paying the Police. If therefore enquiry was made optional to the complainant, scarcely any complainants would apply. There must therefore be a discretion exercised in the matter.

I don't think that requiring reports to be written would effect any improvement. The people would have to pay to get their complaints written, and if the complaint were taken in Hindi the complainant would be in the hands of the patwari.

I don't agree in making petty agricultural thefts bailable. I think those thieves who compel the poor agriculturists to watch their fields at night should be even more severely dealt with than they are at present.

*Suggestions for improving the Police Force by H. Meyer, Esqr.,
of Bala (Chapra), Gorakhpur District.*

The Police are corrupt root and branch from the Inspectors downwards. The present system is as much to blame as the man. Great power is given to an inferior and needy class of men on poor pay, and the way he is judged makes him corrupt willy-nilly. Take for instance a Thanadar, if he does not show a certain proportion of convictions of crime reported, he is dropped on by his District Superintendent of Police and told that the year previously, or for the last five or ten years, in his circle, there had been so many cases, how is it that there are only so many this year.

Again take for instance a big dacoity or theft committed in a policeman's circle. It may happen that he can get no clue—instead of his receiving any help he gets “rubkars” from the District Superintendent of Police's Office that unless he runs the offenders in he will have this, that and the other thing done to him. It follows that with the opportunities at his disposal he gets somebody convicted as, if he does not, he suffers himself. For a District Superintendent of Police to do any good he should be out nearly all the year. In cases of serious crime he should proceed to the spot himself, he should visit villages not accompanied by the thana people and find out from the villages and zamindars how thanadar A or Z was working, in this way he would get to know instances of oppression.

But nothing will be of any avail till there is an increase of good European supervision, and that can only be done by increasing the District Superintendents of Police. If the Government can't afford it, they had better not attempt any Police reform till they are able to put their hands into their pockets pretty deeply, as any increase of pay or pension to any of the various grades of Inspector will be so much money thrown away. A man on Rs. 50 a month will take bribes as soon as a man on a Rs. 100, he must to keep him straight, have a fear of detection, which he can only have by being looked after better than he is.

A word more about the works in the Police and I have done. Literary works have multiplied so much in the Police office and stations that one can scarcely do his legitimate work, and this inability on one's part to attend to all the works coming before him at one time is often visited with such punishment as sharp rebuke or fine, without any enquiry as to what he was doing and whether that was more important work to dispose of than other works. According to Mr. Court's Manual five books were kept in the office of the District Superintendent of Police and twelve in the stations,

but now the Police boasts of a library of these. So much so that the work of checking the figures in crime statements compiled annually from the register of crime is done by a clerk. I think very few Superintendents could do it, yet it is on these entries in the statements that a district builds its good name as the best which has done good service during the year.

*Note on the best means for improving the Police Force by the Hon'ble Babu
Bireswar Mitr, Pleader and Member of the Legislative
Council, N.-W. P. and Oudh.*

There are certain points which are not touched on by the questions framed by the Police Committee, but which deserve consideration. I will simply state them here briefly, leaving the subjects to be discussed orally. I regret I cannot afford sufficient time to this subject.

1. All officers appointed to the superior grades of the service (Assistant Superintendents) should be made to serve their apprenticeship as "officers in charge of police stations" in the principal stations of the large towns, such as Agra, Lucknow, Benares, Allahabad, Bareilly, &c.

2. In large towns the City Kotwal's post might, with profit, be held by Assistant District Superintendents. I would particularly recommend this arrangement in towns where there is strong animosity between the Hindus and Mahomedans.

3. Greater facilities should be placed in the way of people complaining to and against the Police. Is it not practicable to have a box at every Police station in which any one may drop his complaint, without being harassed unnecessarily by the Mohurrirs and others at the thanas.

Of all the departments of the public service, the most efficiently-managed is that of the Post-Office. The success of the money-order system, since it has been placed in the hands of the postal officers, is beyond the anticipation of the most sanguine friends of that Department. Its success lies chiefly in its readiness to listen to complaints against itself. In making complaints against Police, the difficulty is this :—The complainant has to institute criminal proceedings or appear as a prosecutor, both of which are extremely annoying to the public. I would propose a *system of departmental punishments* in case of complaints made by persons, whose testimony (without being received on oath) it is not difficult to believe. It is true that the Police too may be unjustly maligned ; but an officer in the position of the District Superintendent of Police can easily distinguish the false complaints from true ones. Moreover the Police are more sinning than sinned against. Witnesses will not readily come forward to depose against the Police, and the latter have every means to defend themselves against false charges.

4. The constables do not know how to perform their duty. They should be taught that their duty consists in *preventing* crime, as also in assisting the public. I have not known one single constable who considers it his duty to disperse the crowd in order to make way clear for a

carriage to pass. In important towns, I would recommend *the appointment of a few European Sergeants of the Police*, as at Calcutta, who will teach our fellows to render efficient service as policemen. I say most emphatically that there are very few constables indeed who do their duty. Most of them do little or nothing, when not engaged in the work of investigation.

5. I do not comprehend the propriety of making the Chief Magistrate of the District the chief Police officer also. The two offices have to perform functions irreconcilable to each other. The *sobriety* attaching to the office of a Magistrate is out of place in a Police officer. Then again if the combination of such offices be expedient, why have a District Superintendent of Police on such a high pay. For under the present system, the District Superintendent of Police is reduced to the rank and responsibilities of a Drill Master Sergeant, a Quarter Master-Sergeant, a Pay Master-Sergeant and master tailor of the Police Force in the district.

6. I consider a preponderance of the following elements in the recruitment of the officers in the superior grades of the Police will be highly advantageous.

- (a) Constables trained in the English or the presidency town Police.
- (b) Military officers, both European and Native, and including non-commissioned officers of the British and Native Army.
- (c) Educated natives.

7. There must be a decided improvement in the pay and position of officers in charge of police stations, especially of thanas out in the district. These latter wield extensive powers both for good or evil, and it is highly desirable to secure very good and able men.

8. The English is one of the languages associated with honest and manly conduct ; and of all the languages in the world, the Urdu or Persian is the one most associated with falsehood and dishonesty. If it were practicable I would change the language of all Police proceedings into English. One immediate advantage of this course of action will be to secure a more efficient check and superintendence of the superior Police officers over the complaints made by the public, and the records of the Investigating Officers.

Memo : by Poorna Chandar Datt, late Court Inspector of Cawnpore.

1. That direct appointments may be made from the educated class of natives ; that in doing so greatest care should be taken in the matter of selection ; that candidates should be all who have graduated themselves in some recognized universities.

2. That they be men of good family, character, honesty, and business habits.

3. Enquiry about character and honesty should not be made through Honorary Magistrates, Municipal Commissioners, or men belonging to the Congress agitation party. The enquiry in this direction should always be made from other respectable men residing in that particular locality, where the candidate lives, or one near to it.

4. Whether the candidate is likely to turn out of business-like habits or not, a fair trial should be given by putting the candidate for a time under a strict and experienced District Superintendent of Police.

5. Native graduates generally become very weak in intellect and physical strength on account of over-study when in school or college, that therefore they should be sent for medical examination, where there is less chance of obtaining certificates of fitness through any influence or interest.

6. That the *greatest care* should be taken in *promoting old Inspectors* under the new scheme of salary when introduced.

7. That no direct appointments be made to the rank of Sub-Inspector or Head Constable under an old Inspector who has not had the reputation of character and honesty.

8. Visiting Inspectors should not ordinarily interfere in the management of work of officers in charge of police stations, nor should they be allowed to interfere also generally into any of their investigation work, unless specially directed to do so by the District Superintendent of Police. Any faults they find during inspection may be brought to notice by them for orders of District Superintendent of Police.

9. That consequently there should be a reduction in the number of native Visiting Inspectors.

10. Native Visiting Inspectors are wanting in moral courage and discipline. Therefore I suggest that the European Reserve Inspector at Head Quarters be told at times to visit the thanas in the mofussil, to look after the discipline of the Force, especially the Armed Police.

11. That travelling allowance should be allowed to all subordinate Police down to the lowest rank, when travelling on public duty.

12. That Court Inspectors should be recruited from amongst the most intelligent class of pleaders. Care should be taken that they are men who have had some experience in law and case work.

13. That Court Inspectors should be relieved of the malkhana work, a competent Sub-Inspector should be appointed to look after the malkhana. Proper security should be taken from the Sub-Inspector in kind of money deposit or personal security from respectable parties.

14. That competent assistants should be appointed in each Magistrate's Court, able to prosecute fairly petty and ordinary cases. They should be men of some educational attainments and likely to rise to Court Inspector's grade in time.

15. That transfer of such men from Courts after a period of one or two years is detrimental to the due discharge of public duty, which they are called upon to perform. The work requires special training and they cannot display that discretion and moral courage through fear of thana officers, where they have to go and serve under them after a certain time.

16. That rewards should be given to Court Inspectors and other officers prosecuting cases, as a stimulant to invigorate their energy in gambling or other cases, in equal proportion to Investigating Officers.

17. That pleaders may be appointed to help the Court Inspector in prosecuting intricate cases, more especially when there are legal difficulties to contend against, or when there are so many cases of importance in different courts, which the Court Inspector cannot conveniently attend to.

18. That Court Inspectors should be relieved from attendance in Sessions Court, as much of their time is wasted there, and which can be better utilized in the Magistrate's Court, where it is essentially necessary to put up a case in its proper form and basis, unless there are special circumstances calling for his help in the Sessions Court.

19. That the reader of the District Superintendent of Police should be a man of irreproachable character, and honesty, and also of good education. A highly paid officer should always be retained in the office, and should not be changed as often as is the case at present. This officer, too, labours under the same disadvantages as the Court Head Constable and constables.

20. That the office men of District Superintendent of Police should be men of some education, good character, and honesty. They should be also retained for office work on good pay. They require also special training, for which thana men are found naturally to be unequal to the task.

21. That due attention should be paid to the recommendation of District Superintendent of Police with regard to curtailment of office work, which has increased considerably in recent years by the introduction of multifarious returns by the Central Office.

22. That the Police should be relieved of the onus of tracing the culprit and recovering stolen property.

23. That thereby a lot of Police work in writing fictitious diaries of investigation will be stopped ; getting up false cases will cease, and the general abuse, with which the native Police are at present crowned will be rooted out from its very foundation.

24. That the law in the Procedure Code should be modified to such an extent, so as to make it compulsory on all respectable people and land-holders, or their agents to join as special members in a Police enquiry, when by the aggravated nature of the offence, it is deemed expedient to do so, either by the Magistrate of the District or District Superintendent of Police.

25. That the legislative should pass new enactments empowering land-holders and other respectable people of the vicinity, to act as special

Police officers, and to conduct investigation in petty cases. Paid Police officers should not ordinarily interfere in their proceedings; unless especially directed by the Magistrate of the District or District Superintendent of Police. This practice prevails at present in the Madras Presidency, I believe.

26. That such petty cases should not be investigated by such men. There should be at least two members taking part actually in the Police investigation.

27. That necessarily there will be a decrease in Police work, and a reduction in the ranks of Sub-Inspectors and Head Constables can well be effected. The savings thus accruing can be utilized towards the increase of salaries of the several grades under the new scheme.

28. That much of the thana clerical work can be reduced by doing away with some station registers, as information regarding them can always be obtained from Head Quarter's Office, when required, by District Superintendent of Police.

29. That also much of the thanadar's time is wasted in writing false remarks with regard to the surveillance of bad characters, &c. They virtually do not frequent the localities in their circle, nor do they have enough time to do so, agreeably to the frequent requirements as laid down in Police Circulars.

30. I differ with the Press as to Government pleaders being lazy and careless in prosecuting cases in a Sessions Court. The failure in this respect very seldom happens, and is rectified by the Presiding Judge, when it does happen.

31. That I suggest for the management of important cases in a Sessions Court, Government pleaders may be specially remunerated in such cases.

32. That the legislature should enforce new enactments to impress on zamindars, &c., to give material help to Police officers for the detection of criminals, and in the Police investigations.

33. That the Committee should not form its opinion on the statistics sent in by District officers. Bribery and corruption are mainly worked by professional brokers greatly for their own interest, and so they are the ones to gain.

Note on the unpopularity of Police service by Pandit B. P. Joshi, Deputy Magistrate, Shahjehanpur.

Respectable men will not enter the Police because the service is looked down upon by the public. This is due to the system of recruitment. Men find themselves mixed up with people of low caste and morals. It is not so much the question of pay that deters people from entering the Police, the pay will have to be raised somewhat, but the main difficulty will be the improvement in the system of recruiting. Men of good

family and position would enter the Police as Honorary Sub-Inspectors and Inspectors, rather than as paid Head Constables or Constables in the present state of affairs, but if the low caste element was once eliminated there would be no difficulty in getting men of good family to begin from the lower grades. Does not think that the nature of the work has anything to do with this, but the system under which that work is guaged has a very bad effect. The most deterrent influence is attributable to caste, the system is secondary. Considers the general increase of crime is due to increase in population and poverty owing to the rise in the standard of living. Considers also that the custom of joint undivided Hindu families is responsible for a great deal of crime.

*Reasons for the unpopularity of the Police as a body by Sidh Gopal Misra,
Pleader and Hanorary Magistrate of Cawnpore.*

(1) The majority of persons employed in the Police are neither men of high education nor of high morality. The nature of their service is full of temptations which their conscience is not strong enough to withstand, and the practice of taking emolument is now so common that instead of crime it is looked upon as a settled thing, which they regard as their due sanctioned and long-established custom. Thus a wholesale plunder is going on which does not stop in the Police Department, but reaches to the officials of Magistrate's Court, who must be gratified in the fares or purchases which are never paid for to screen them from the Magistrate, at least such is their understanding.

(2) Superior officers, either from the burden of their work or recklessness or incompetency, do not look into the dealings of their subordinates, therefore if any person is really honest his honesty remains unrecognised. This right and the straightened conditions of his life make him repine rather than glory in his honesty, and reduces him sooner or later to the level of his brothers.

(3) The Police daily comes in contact with bad characters, their dealings with whom harden their heart and so as a habit in their talk and behaviour they are rough and rude and often wound the feelings of parties conversing with them. All these combine to lower Police officials in the eyes of respectable persons, and creates a disgust in their mind both in regard to service in the Police and to the employes in the Department.

*Note on the malpractices of the Police by Ghous Mahomed Khan, Pleader
of Gonda.*

According to my experience as a pleader of Gonda district, I have no hesitation in saying that almost all the malpractices that are at present alleged to be perpetrated by the members of the Police Force, are, in my opinion, actuated under the following motives :—

1. The love of money is the strongest of all other motives, that dissuades a Police officer to abuse his powers by acting contrary to the British law and justice.

2. Some of the Police officers consider it their duty to find out even innocent persons, and send them to the Magistrates to answer criminal charges occurring within the territorial limits of the Police officers to attain this illegal object, the Police officers have no hesitation in fabricating false evidence and doing other wrongful things. It is heard that if any criminal accused person submitted by the Police to any Magistrate is discharged or acquitted by the Criminal Court, the committing Police officer becomes liable to be degraded, if the accused is punished, the Police officer is admired and promoted. I have no knowledge of this consideration on the part of the Police Department, but if it is true, there can be no doubt, that an uneducated and unprincipled Police officer, becomes lawless, and often brings an innocent person, with false evidence against him, before a Criminal Court, to get him punished according to the criminal law.

The first of the above two motives is the most prominent, and can be removed only by appointing men of good position and high education.

A Police officer knows well that if an accused person is bold enough to bring a charge of corruption against him, he is influential enough to deter all persons from giving evidence against him, and when the accused person shall fail to prove his case, he will be liable to be prosecuted under Sections 211 or 182, or other sections of the Indian Penal Code. At the same time the accused person is also acquainted that if he fails to prove his case, he is liable to be prosecuted for bringing a false charge against a Police officer. If the accused person is fortunate enough (which is quite impossible) to prove his case, he is an abettor of the crime and must go to the jail with the Police officer.

I know that a Police officer is authorized to arrest any person he may like on mere suspicion, in such a case, if the Police officer wants to exert money from a wealthy innocent person, it is very easy for him to arrest the man and bring him under fetters. The innocent person is compelled to spend money to save his honor and dignity and spare the trouble of going to the Magistrate and lavishing his money among the other Police officials. After saving his life and honor from the hands of the greedy Police officer, the innocent person has no alternative but to keep silence and remain quiet at his home.

Under the above circumstances, if I go so far as to make a suggestion to Government to change the law and thus to exempt the persons complaining against the Police officers from being prosecuted under Section 211 or other sections of the Penal Code, in the event of their failure to prove their cases, or to exempt them from punishment as an abettor in the case of bribery ; I am not beyond the danger of bringing the bad characters to the Courts with false petitions in their hands against some of the good and honest Police officers, undoubtedly I fear to make any such suggestion. If our kind and just Government is pleased to make any change in the criminal law for the purpose of checking the malpractices of the Police members, I would suggest the alteration so far only that a person who gave bribe to a Police officer should not be considered an abettor of the crime, this step, in my opinion, would surely put a restraint upon the hearts of the powerful officers.

When a man is empowered to punish another at his own free will, legal or illegal, the latter is compelled to save his honor and life by any means whatever, and in such a case how he may be said to be an abettor of the crime.

After all I am decidedly of opinion that the appointment of the men of good position and education, is the best and the only remedy which can remove successfully the illegal love of money, from the hearts of the Police officers, the increase of salary or other matters remain in the hands of Government.

As a remedy for the second bad motive above-mentioned, I beg to suggest that the Police higher authorities should look very carefully to the number of occurrences and pay comparatively less attention to the accused who are discharged or punished in the Criminal Courts. I am justified in thinking that the Police has been constituted to check the crimes and not to arrest the criminals only. I am certain that the main duty of the Police is to extinguish crimes and brutality. If a Police officer is inclined to arrest the criminals more attentively than taking steps to check the occurrences, the public in my opinion would suffer. There is no doubt that the crimes are committed by criminals, but the Police is vastly empowered to arrest them before the occurrences, if the Police officer is waiting for the occurrences, he is contravening the intention of the legislature.

The rural population of the district informed me that it is very dangerous for them to report any occurrence to the Police authorities, because instead of finding out their stolen property, they have to spend something in addition to that, with the view of saving their honor and securing the good-will of the powerful officers. Upon this understanding the loyal subjects of the gracious British Empire, lose their property in the hands of the thieves and do not like to invoke the aid of the Police native officers. I have not got any special knowledge of any special Police officer, but, as a pleader, I have close intimacy with the persons, who have occasions to deal with all kinds of Government officials. These persons tell me that they are very happy to be dealt with by the European-born officers.

*Note on the practice of understating in their diaries reported losses
by theft by Sukhadavalambita of Cawnpore.*

The allegation is true. And the written reports of thefts no doubt will produce a result beneficial to the reporting parties. If the reporter can write he will do it himself calmly, otherwise he may get easily a writer to write his report either gratis or on payment of few pice. It is not an easy task for a man however educated or influential to go to police station for making reports, especially of thefts. But it is less difficult even for a poor man to expend a few pice or annas to have his report of theft written by a scribe than to see the red eyes of the greedy crowd of Police around him trying by every foul means to get from him what they can.

*Answers of Sheikh Enayat-ul-lah, Taluqdar, Saidunpore, Oudh, to
the questions framed by the Police Committee.*

Question 1.—The Inspector and the Sub-Inspector are not only required to be of respectable origin, but they have distinction in the

society to which they belong, they should be promoted according to their degrees whence certified by the Magistrate or the District Superintendent. Members holding sufficient good character and ability shall have direct appointment without any distinction of grade or degree, if the qualifications mentioned are naturally found in them.

Question 2.—A list of Police officers coming from respectable families and having good moral and social character must be prepared and kept in every district, and on the event of any vacancy occurring the Sub-Inspectors should be made from the same and allowed to work in the office on probation.

Question 3.—Respectable persons will be selected as candidates from the same list kept in the division, and offered posts of Inspectors or a Sub-Inspectors or a Head Constables, according to their respective merits. If no increment is made in the present scale of pay, I consider very few will choose to get into the Department, except those who are too poor and so quite untrustworthy and suspicious.

Question 4.—Constables shall be recruited from the tribes of Syed, Moghul, Pathan, Brahman, Kushtryas, and Rajputs, and as the members belonging to these castes will be respectable persons, so they should not be placed below the rank of a Head Constable. The Police Manual sections I consider are quite sufficient.

Question 5.—The only literary knowledge required in the Head Constable is that he might carry out his reading and writing business satisfactorily well, and have some legal knowledge according to the nature of work assigned to him to perform.

Question 6.—Certificate of physical health is necessary, but it will be compulsory for the Sub-Inspectors and the Inspectors. The term of age fixed for the Head Constable should be up to 25 years, and for the Inspectors or the Sub-Inspectors up to 30.

Question 7.—The salaries of the Head Constable should be enhanced, or raised to Rs. 10 in case he establishes his claim as having done his office confidentially and quite satisfactorily.

Question 8.—I see no harm in allowing the Head Constable to institute enquiries in the primary proceedings of a case, but he will not be entitled to make investigations into heinous or serious offences.

Question 9.—Cases breaking of houses in which property has been carried away, should be investigated by the Police, but in small cases of theft, the investigation should be founded on the report of the plaintiff, or the party concerned, but not on the report of the chaukidar.

Question 10.—I don't suppose that an increase in twelve hours detention will be advisable. I think the period fixed is quite sufficient.

Question 11.—There is no harm in keeping up the powers of the District Superintendent in cases mentioned. Justice allows that such powers will be given in the person of a District Superintendent, if not

there will be an extra charge of process fees for the witnesses who will have no connection with the case, or the criminals whose evidence will not be sufficient will in vain be detained in jail ; under such circumstances there will be no harm in having them released at once.

Question 12.—Detective Police must be separate from the Regular one, but they should be paid, if they will be rewarded for their services they are sure to get up false cases for their own benefit and in hopes of getting good rewards, which will be quite prejudicial to the public interest. The system of reward should be based on the choice of the public, and the District Superintendent should have a hand in the matter.

Question 13.—I suppose the existing rule is quite sufficient when I see that the officials, who are far more experienced than we, have seen the practical results with their own eyes.

Question 14.—Maltreatments by the Police have gone so far as to require no need of mention, I therefore see no necessity to speak of them here.

Question 15.—There should be at least three respectable gentlemen before whom the investigation should be carried out, whose presence will check any illegal proceedings to be taken by the Police, if such persons are not available on the occasion they will be selected and sent for from the village people, their names should be entered in the report and Police diary, so that the Magistrate might come to know that the investigation has been held in a purely fair and equitable manner.

Question 16.—I don't propose any measure to get rid of the harshness of the Police, except that their conduct should be strictly watched by the Police officers and they should be rigorously made an example of for their ill-treatment towards the public. I must be allowed to say that at times the District Superintendents, considering their own disgrace in having their subordinates punished, become a different party themselves ; but this coincidence gives boldness and encouragement to the Police, which should be naturally avoided.

Question 17.—Court Inspectors should lead small cases in the primary courts. There is no use of a vakil to be engaged, but it must be observed whether the Court Inspector entrusted with the charge has any legal knowledge and can carry on the proceedings of the case satisfactorily well.

Question 18.—It will be better if the Court Inspectors should be allowed to pass the pleaders' examination. Their practical knowledge, combined with that of the legal one, would very much satisfy the proceedings of a case, and their work will be considered quite trustworthy and apt to be relied on.

Question 19.—I don't consider that the Government order should be objected to ; if the Sub-Inspector has established his fitness, I see no reason why he should not be allowed to conduct the case.

Question 20.—The Police must be appointed by the municipality in a town where there is certainly a large number of people inhabited, and

where the number of Police is considered less in comparison with the inhabitants of the place, or where cases occur in abundance, the number of Police there ought to be increased.

Question 21.—The chaukidars belong to different castes and all of them do their respective works satisfactorily or otherwise, so I am not in a position to form any opinion as to what class of chaukidars does his work neatly or confidentially.

Question 23.—The present scale of pay should be advanced, a rupee should be added to the chaukidar's and Jamadar's pay.

Question 24.—A handsome amount should be reserved in the Municipal Budget, for rewards to be given to those who will be entitled to have them. This will encourage them in hunting down bad and escaped criminals.

Question 25.—No good arrangement has been made for the houses. In every place there should be localities built according to a certain specimen and choice.

Question 26.—Where there is a population of 500 houses, Police should certainly be appointed in place of the chaukidars.

Question 27.—I should like to have one Jamadar over ten chaukidars.

Question 28.—The present scale of pay for the chaukidars and Jamadars should be increased. No use of revising the grades, however.

Question 29.—The houses given for the Town Police to live in are quite suited to their comforts.

Question 30.—There is no sanitary regulation prevailing in our town, public nuisances should be strictly avoided, and a regular rule should be enacted for it.

Question 31.—The present method of nominating Rural chaukidars should certainly be revised.

Question 32.—The chaukidars are not under the orders of the zamindars, which is quite prejudicial to their interests, and the Police being far off, they cannot, evidently, look into the ways and manners of the chaukidars.

Question 33.—The chaukidars not being under the control of the zamindars, have become independent themselves and can report and twist the real matter in whatever way they like. I consider zamindar's interference will greatly check the chaukidars in getting up any illegal or malicious reports.

Question 34.—The Civil and Rural Police should not be mixed into one, their coincidence will at times cause to hush up real matters. Their difference will afford benefit in having the cases warmly and judiciously investigated, and they will always be prompt and ready to expose another party's secret to set it at defiance.

Question 39.—A great change has been wrought in this class of people, I can say that Government pressure, in this wicked tribe of people, has been productive of good results.

Question 40.—There are lots of instances of oppression and cruelty practiced by the Police against the released criminals. Judgments of the Magistrates will stand as a testimony in the way of evidence.

Question 41.—Punishment will be the only engine to bring round the offenders. The present mode of punishment is quite advisable, and the arrangement made at Gonda especially, for this class of people, is highly commendable.

Question 42.—Those who knowingly commit any sort of guilt will be termed habitual criminals.

Question 43.—Respectable persons do not like to give evidence against bad characters, and very seldom come in contact with them, and if they become aware even of any offence committed by them they do not dare to expose for fear of being dishonored, or suffering bad treatments, which they to get at the hands of such vicious people.

Question 44.—There should be a strict rule for bonds to be taken from bad characters, and I suppose it will be better if the person, who stands for bail, should be warned that, if the party for whom he stands as a surety, is discovered and found an offender, he will also be punished. This system of threatening will lead no one to stand as a surety for men of suspicious or often apprehend spurious characters.

Question 45.—Imprisonment in the absence of any surety will be quite advisable.

Question 46.—I consider the criminals' faces should be tattooed, or some mark should be given on the front part of their faces, so that the offenders might easily be detected, this will greatly defame and dishonor the party trying to do any sort of evil or vicious deed. The plan though at first will appear quite new and unique, but if deliberately seen, will really be productive of good and beneficial results at the end.



ABSTRACT OF EVIDENCE

REGARDING

RAILWAY POLICE ORGANIZATION.

In our letter No. 48 P. C., dated 21st July, 1890, to Agents of East Indian Railway, Oudh and Rohilkhund Railway, Rohilkhund and Kumaon Railway, Bengal and North-Western Railway, Indian Midland Railway, Cawnpore-Achnera Branch, Bombay-Baroda and Central India Railway, we asked for the names and addresses of any gentlemen connected with these Railways who could furnish material information on the question of the working of the Railway Police Force, both as regards its co-operation with District Police and its internal organization, with special reference to the question of watch and ward.

In reply to this letter the Agents forwarded the names of—

Mr. A. Willes (Indian Midland Railway).

„ Bramall (East Indian Railway).

Messrs. R. Acklom and J. Conder (Bombay-Baroda and Central India Railway).

Mr. A. W. Pope (Oudh and Rohilkhund Railway).

Messrs. J. Stuart and J. Walker (Bengal and North-Western Railway).

To these officers certain questions connected with Railway Police Organization were forwarded. Their replies are abstracted hereunder:—

1.—Are you of opinion that the present allocation and strength of the Police on your line are satisfactory and sufficient, or do you consider that any alterations, and if so, in what particulars, are required?

1. *Mr. Willes* (I. M. Railway) states that the full force for this line has not yet been provided, and therefore he can give no opinion.

2. *Mr. Bramall* (E. I. Railway) does not think any alteration in this respect necessary.

3. *Mr. J. Conder* (R. M. Railway) states that the distribution of Police and Chaukidars is sufficient; but is not prepared to say that the allocation and distribution of Police specified as for the purposes of law and order is satisfactory, that term not conveying to his mind any clearly specific meaning.

4. *Mr. Acklom* (R. M. Railway) refers us to a report submitted* by him to the Assistant Inspector-General of Police, which disposes of questions 1 and 2, as far as his line is concerned.

* Under cover of his No. 2019, dated 23rd September, 1890.

5. *Mr. Pope* (O. & R. Railway) states that no Government Railway Police are at present engaged on the Oudh and Rohilkhund Railway proper. It is contemplated to employ them at an early date, and a statement showing the allocation and strength required has been submitted through the regular channel.

6. *Mr. Walker* (B. & N.-W. Railway) states that the force employed is sufficient in number, but the men appear to be inferior in quality, and the supervision is weak. The immediate control of the force is vested in the hands of an Inspector, on whose ability, experience and energy the usefulness of the force depends. The post of Inspector should therefore, he says, be filled by a European with former Railway experience.

7. *Mr. Stuart* (R. & K. Railway) states that there are far too many Constables on the Rohilkhund and Kumaon Railway, especially when they are deputed simply for the purposes of law and order. These men should be instructed to check all goods when being unloaded from the wagons, and to examine all wagon seals when trains pass the several stations, so that theft from wagons may be localised, and a better and more efficient check kept.

1. *Mr. Willes* suggests that the Reserve Police be posted at the stations at which it is proposed to locate the Inspectors.

2.—Have you any proposals to make regarding the allocation of the Reserve Police on your line?

2. *Mr. Bramall* has no proposals to make. The reserve in the North-Western Provinces is, in his opinion, well located on the East Indian Railway, and members of it are always available at other stations when required under abnormal circumstances.

3. *Mr. Conder* does not think the present allocation of the reserve could be improved. There are three Police Constables in reserve at Furruckabad, as this station is fairly central.

4. *Mr. Acklom*.—See reply under question 1.

5. *Mr. Pope*.— Do. do.

6. *Mr. Walker* has no proposals to make.

7. *Mr. Stuart* says a reserve force could be utilised for the purposes of watch and ward instead of the present Chaukidars. They should be paid, however, the same salary as the present Chaukidars, *viz.*, Rs. 5 to 6.

1. *Mr. Willes*.—The men appointed by the Traffic Department are Military pensioners, or those who have served elsewhere as Chaukidars, and hold certificates of good character. The Chaukidars are chiefly Mahomedans, Brahmins, Thakurs and other Hindus.

3.—What is the present system under which the members of the watch and ward establishment on your line are appointed. To what castes do the Chaukidars belong, and is any enquiry made as to their character and antecedents before appointment?

2. *Mr. Bramall*.—Members of the watch and ward establishment are appointed by the Traffic Department. As careful a selection as possible is made, but no particular caste adhered to. Muster-rolls of the men are sent to Inspector-General, Government Railway Police, for verification and enquiry as to their antecedents.

3. *Mr. Conder*.—Members of watch and ward are selected from among persons of good character, who are able to find substantial security for good behaviour, and are controlled by the district officials of the Railway independently of the Police.

4. *Mr. Acklom* is unable to reply to question 3.

5. *Mr. Pope*.—The watch and ward of this Railway are appointed by the District Traffic Officers, and are in some cases retired sepoy. The majority are picked from applicants who attend for inspection, and character is tested, as far as possible, by the Railway Watch and Ward Inspector. They are principally Brahmins and Mahomedans.

6. *Mr. Walker*.—The members of the watch and ward establishment are appointed by the Traffic Superintendent. They are servants of the Railway Company, and not under the control of the Police. Most of these men have been obtained through the District Superintendents of Police of Fyzabad, Gonda and Bahraich. The castes employed are Brahmins, Mahomedans and Ahirs. The men are paid Rs. 5 per mensem, and get clothing and house accommodation. Their antecedents are enquired into through the District Police.

7. *Mr. Stuart*.—"A most incongruous lot of men are the Chaukidars on the Rohilkhund and Kumaon Railway. Lately we have arranged to send the names of those appointed to the District Superintendent of Police, to report upon their antecedents: Rajputs, Brahmins, Khattris, Paharis and several others."

Mr. Willes says the Railway Police are employed for the maintenance of law and order, and the Chaukidars, to guard the goods sheds, station offices, &c. The system of having part of the Police under the Traffic Department and part under the supervision of the Railway authorities, works satisfactorily.

4.—What difference is there between the duties performed by the Railway Police and by Chaukidars employed under the Traffic department? Do you consider that the system of having part of the Police under the orders of the Traffic Department and part under the supervision of the Police authorities, works satisfactorily? If not, what are the defects, and what remedies can you suggest?

Mr. Bramall.—The Government Railway Police do not keep watch and ward. They are stationed in waiting-halls, near booking-offices, and in other places where it is probable crime may be committed, and where disorder amongst crowds of passengers may arise. The Chaukidars simply keep watch and ward over goods sheds, parcel and booking-offices, and loaded wagons. The system (sanctioned in Government of India No. 288, dated 5th May, 1884), of having the Chaukidars separate

from the Police, has not proved successful (except in the interests of economy) for these reasons :—

(a).—The Traffic Department has not so good an opportunity as the Police authorities for selecting good men.

(b).—To men on small pay who have no pension to forfeit, or promotion or pension to look to, the temptation is too strong when left in charge of goods of great value, more particularly during the night watches, and consequently robberies are committed by them.

(c).—The Government Railway Police subject these men to great indignity. As soon as a robbery occurs their houses are searched, or they are arrested for no other reason than that of being on duty at the time. This treatment no doubt often causes men, otherwise honestly disposed, to become thieves.

The remedies that suggest themselves are—

(1).—To enlist Army or Police pensioners. This has been tried, but the men are not forthcoming in sufficient numbers.

(2).—For the Government Railway Police to select and enlist the men on the same pay as at present, but on the understanding that all vacancies in the Regular Police be filled by men selected from amongst them. Under this arrangement the men to be under the control of the Police Department.

Mr. Conder.—“The Chaukidars are posted to guard goods sheds and loaded wagons standing in the yards. The Police, as far as is known, patrol platforms and other Railway premises for the preservation of law and order. I consider it most unsatisfactory that there should be dual control in the matter of these guardians of the public safety. The defects are, that if anything happens the Chaukidars are apt to saddle the Police with blame and *vice versa*. Our selection cannot be so thorough as that of the Police authorities. The remedy I suggest is to place the whole force, both of Police and Chaukidars, under the Police Department.”

Mr. Acklom.—“I have reason to believe that a separation of law and order from watch and ward has not worked well on the Cawnpore-Achnera Railway, nor do I think it can work well anywhere. In my opinion Chaukidars for watch and ward of goods should be paid and supervised direct by the Police, and should be classed as Police Chaukidars. Chaukidars over offices and such like should remain under the control of their respective Departments. Police Chaukidars can be economically employed to replace Police at stations where no provision for law and order is necessary, or to supplement Police at stations where the necessity for provision of watch and ward is greatly in excess of that for law and order.”

Mr. Pope.—“I cannot answer the first part of the question as far as the Oudh and Rohilkhund Railway is concerned, as up to the present no Government Railway Police have been employed. With regard to the second part, I do not consider it a satisfactory arrangement that part of the Police force on a Railway should be under the Traffic Department and part under the Police authorities; but at the same time I cannot see how it can be otherwise arranged. The Police Department accept only partially the responsibilities attaching to the work of watch and ward, that the Railway are obliged to retain the supervision of this branch of the work in their own hands. The Police refuse to make Chaukidars under their control make good deficiencies and thefts from consignments traceable to their own carelessness, and that complaints made against Chaukidars by the traffic staff at a goods shed simply ended in a mass of correspondence between the Traffic and Police Departments. The only plan on which the control of the two branches would be workable under one supervision is that the Police Officer entrusted with the control should be considered a Railway Officer under the orders of the Manager of the Railway in all Railway matters where felony is not concerned, and that he should work the Chaukidari Force for the benefit of the Railway.”

Mr. Walker.—The duties of the Railway Police are to maintain the peace, and watch passenger trains at stations, detect offences cognizable by the Police, conduct investigations, arrest and prosecute offenders, and make

enquiries after missing goods and into accidents. They sometimes take up non-cognizable cases and send them up for trial. The Chaukidars (appointed by the Traffic Department) watch goods wagons, buildings and other Railway property. The system works satisfactorily. There are objections to it, such as the danger of the Station Master and Chaukidar being in collusion and carrying on a course of pilfering ; but the same result might happen if the Chaukidars were under the Police, with the additional danger that detection would be more difficult. Where the Railway Police are a separate force and are kept up to their work, they should act as a wholesome check on the Chaukidars. More work should be got out of the Chaukidars and fewer men be required when they are employed by the Railway. The system of working the Police and Chaukidars as one force is not advisable.

Mr. Stuart.—The Chaukidars do watch and ward, and the Police who are on duty for purposes of law and order have simply little or nothing to do ; they resent the interference of the Station Master ; and at some stations, where there is a Head Constable, any orders emanating from the Station Master are usually ignored, the Head Constable considering himself quite independent, and not in any way subordinate to the Station Master. Having the Chaukidars under the Traffic Department and the Police under Government on this line does not work satisfactorily. It would certainly be better to have one Police for watch and ward and law and order. The defects arising from having watch and ward men under traffic and the Police under Government, cause an eternal amount of friction, and a lack of cohesion in detecting or preventing theft or robbery.

Mr. Willes refrains from giving an opinion, as it seems to be a question that could only be answered by one having an intimate knowledge of the internal working of Police on the several lines of railway.

Mr. Bramall sees no objection to an amalgamated Police Force, which, he says, should be organized by the Police authorities.

Mr. Conder says that it would not be advisable to have one amalgamated Police Force. The objections to it are, that men would be liable to interchange in a way that was undesirable, and that the Head-Quarters of that portion of the Police charged with the control of the portion of the line which happens to be in the North-Western Provinces, could not be located at the Head-Quarters of the Railway.

Mr. Acklom says that he is unable to reply to this question.

Mr. Pope does not think it is possible. It is opposed, he adds, to what he has urged in his reply to question 4. In his opinion it would be much more satisfactory to have an Assistant Superintendent for small lines, and a District Superintendent for large lines, attached to each line.

Mr. Walker says that it would be quite possible to have one amalgamated force for all the lines in these provinces. The Head-Quarters should be at Lucknow or Cawnpore, with two working districts under Superintendents. One district comprising the Bombay and North-Western, Oudh and Rohilkhund, Lucknow-Sitapur and Rohilkhund and Kumaon Railways, and the other comprising East Indian, Cawnpore-Achnera Indian Midland and North-Western Railways. There should be a good European Inspector in charge of isolated sections of the force. Members of the force should be regularly transferred from one line to another. The reserve should be kept at the Head-Quarters of the districts.

One or two good detective Inspectors and one or two men acquainted with law, Railway accounts and procedure, and able to conduct cases in Court, should be attached to each district, who could be sent to any part of the provinces.

Mr. Stuart thinks it would be advisable to have one amalgamated Police Force for all lines in these provinces under Police jurisdiction. Adds that one Inspector-General of Railway Police, with necessary assistants, should be appointed. Also a number of Railway District Superintendents, say, one Superintendent to every 1,000 miles of railway. Each Superintendent should be immediately responsible to the Inspector-General. Inspector-General should consult with, and advise the Agent of each Railway from time to time, while Superintendents should consult with and advise Traffic Superintendents,

5.—Would it be possible to have one amalgamated Police Force for all lines in these Provinces under Police jurisdiction? If so, how would you propose to organize such a force?

Loco. Superintendents, Chief Engineers and Heads of other Departments. Inspectors should receive orders from their Superintendents. Head Constables at stations should be under their Inspectors, but they must obey orders issued by Station Masters relating to law and order. All orders which it is competent for Station Masters to give, to be distinctly defined and laid down. Unless the Inspector-General and the Agent of the line are constituted a consultative body holding equal powers, and unless the Police Superintendents and the Heads of the Railway Department are similarly constituted, there will always be friction. Many matters which now form a bone of contention would be amicably settled, and if the Police Superintendent and the Head of one or other of the Departments concerned could not agree regarding any case in dispute, the matter should be submitted to the Agent and Inspector-General for settlement. Thinks that all petty accidents, which are not attended with loss of life or limb, should be left to the various Railway officers to enquire into, such officers being bound, if the negligence is of a flagrant nature, to file a charge sheet, and to request the Police to prosecute. This procedure, he says, has never been adopted, and this is the reason why the Railway Police and the Railway Departments are frequently pulling against each other.

6.—Are thefts from wagons in transit common on your line? Do you consider the present system of fastening and sealing goods wagons satisfactory? If not, can you make any suggestion for improving the same?

Mr. Willes is very laconic here. *Question 1.*—No. *Question 2.*—Yes.

Mr. Bramall says that thefts from wagons in transit are not common. Now and again they become numerous, and a theft is generally traced to some person employed on the line. *Mr. Bramall* does not consider the system of fastening satisfactory, and suggests the introduction of the system obtaining on the Oudh and Rohilkhund Railway. The system of sealing cannot be improved.

Mr. Conder reports that of all the thefts from wagons in transit (219 during the last three years), 24% occurred in the North-Western Provinces. He refers us to his letter No. 4510, dated 13th November, 1890, in which he stated that if passenger brake vans and road vans are locked, all is done that is really necessary for the security of parcels and goods. The method of fastening and sealing in vogue, he adds, is quite sufficient when active Police supervision is exercised to keep thieves in check.

Mr. Acklom.—Thefts from wagons are not common, because full responsibility is exacted from Railway Guards and Police. The present system of fastening and sealing *closed* wagons is satisfactory, and is about the best which can be obtained to prevent thieving. As regards *open* wagons, suggests the substitution of eye-bolts in place of T-headed bolts at present used in fastening, as in the use of the former it is easily seen whether any attempt has been made to abstract anything from the wagon.

Mr. Pope.—Thefts from wagons in transit are many, but not common. The present system of sealing and fastening wagons is fairly satisfactory, but not by any means the best that can be devised. Recommends to the Committee an invention in the hands of *Mr. Muirhead*, Chief Traffic Inspector, which he thinks would be very effective.

Mr. Walker.—Thefts from wagons in transit are not common. In April and May last year there were a number of robberies, but the measures taken to have a better watch kept, effectually put a stop to these. The system of fastening and sealing works fairly satisfactorily. The doors of wagons should be fitted with inside bolts so that the doors on one side at least can be secured, and the difficulty experienced by guards, &c., of watching a long train of vehicles would be lessened. In sealing wagons on this line clean sealing wax, red tape and specially prepared labels are used, and any tampering is detected at the receiving station. The best plan would be to use wire and lead, but this would be expensive.

Mr. Stuart.—Several thefts do occur from wagons in transit, but thefts occur most frequently at trans-shipment yards. An improvement in sealing would be beneficial, but this is not of pressing moment.

Mr. Willes is of opinion that all lands and buildings in the control of the Railway Company should be placed in the jurisdiction of the Government Railway Police.

Mr. Bramall's opinion is that the Government Railway Police should have jurisdiction everywhere within Railway boundaries, including "lands taken up by the Government and made over to the Company for the purpose of building houses for their servants," providing that such lands adjoin the Railway limits previously described as the boundary of the line, and of all stations, goods sheds and station yards.

Mr. Conder says there never has been any difficulty in regard to this question. The Government Railway Police exercise control on land within Railway limits, and the Provincial Police on lands outside Railway limits. It is an easy matter for the Police of the two jurisdictions to settle between themselves.

Mr. Acklom says the rule, as it stands, is satisfactory.

Mr. Pope thinks the rule should be altered. The Government Railway Police should have jurisdiction on all Railway lands, and all premises belonging to the Railway and occupied by Railway employés of all classes.

Mr. Walker states that no great difficulty is experienced in working the present rule, but it would be more satisfactory if the jurisdiction of the Railway Police were extended to *all* lands made over to the Company, no matter for what purpose. The extended jurisdiction would perhaps necessitate an increase in the force. The question as to who should meet the extra expenditure can be decided by Government and the Railway Companies.

Mr. Stuart states that the rule is a bad one. The Railway Police, he thinks, should have jurisdiction over all lands occupied by Railway quarters or ground.

Mr. Willes offers no remarks.

Mr. Bramall states that, in his opinion, no difficulty has been experienced. Habitual offenders do not confine themselves to one Railway, or a portion of one Railway, but give their vocation great scope. Under the circumstances it is difficult for the Police to identify. They have on this Railway been fairly successful in arresting offenders and obtaining convictions.

Mr. Bramall also remarks on point 7 of the Police Committee's questions (*Question 17*). By a Government order it is not permissible for a Police Officer, who has investigated a case, to conduct the prosecution of the offenders. The duty devolves on the Court Inspector. The system has not worked well, and at present this point is the subject of correspondence between the officials of the Traffic Department on this line and the Inspector-General, Government Railway Police.

Mr. Conder cannot say whether any real difficulty has been experienced. It seems that the Railway Police are as well off in respect to the identifying of offenders as their neighbours—the Provincial Police—with whom they are always on a friendly footing.

Mr. Acklom states that there has been some difficulty in identifying habitual offenders, and suggests that a register be kept up at Head-Quarters, which should include a simple anthropometrical means of identification. Also suggests the grant of small rewards for the identification of professional thieves.

Mr. Pope has not met with such cases at any time, and refrains from offering an opinion.

Mr. Walker says he has had no experience in this connection.

Mr. Stuart states that habitual offenders are seldom identified. Suggests that all offenders should be tattooed on the arm with prison number and date of release.

Further notes have been submitted by Messrs. Acklom, Stuart and Walker on subjects not touched on in the questions.

7.—Is the present rule (para. 11, Circular 11 of 1874, *Police Gazette*, February 12th, 1890), defining the limits of Railway Police jurisdiction, satisfactory? Do you consider that the rule should be in any way altered with special reference to the last sentence regarding lands made over to the Company for the purpose of building houses for their servants?

8.—Has any difficulty been experienced on your line in identifying habitual offenders? If so, what suggestions can you make for overcoming this difficulty?

Mr. Acklom.—In the concluding para. of your letter you are good enough to invite suggestions on any other points connected with Railway Police Organization. I have already written at what, I fear, may be considered inordinate length, but there are a few points on which I should like to make a few suggestions—(a) the Railway Police should be in appearance and organization one continuous force, though under different supervising and controlling officers. Uniform, rank, nomenclature, record (which should be ruthlessly cut down to the lowest possible minimum), and procedure should be the same on this Railway as on the East Indian Railway. And an investigating officer proceeding from one Railway to another should, for the purpose of that investigation, be the superior of those subordinate in rank and inferior of those superior in rank. An Inspector, for instance, proceeding from Cawnpore to Achnera to investigate a case of doubtful locality of occurrence would be, for the purpose of his investigation, the officer in charge of a station, and should issue orders accordingly to the Rajputana-Malwa Railway Police at that station. And while so acting in my jurisdiction he would be responsible to me for his action, and be subordinate to my authority; (b) the fullest possible powers of reward and punishment should be placed in the hands of supervising officers (including Inspectors, who should have small powers within their respective divisions), as no one can efficiently control a body of men who has not such powers. If a small minority of officers is found to abuse such powers the majority, able to use them without abuse, should not be deprived of them to the detriment of their work; but classes of powers, similar to the classes of Magisterial powers, should be instituted, and should be conferred in accordance with the proved discretion of officers. And as regards reward it is, I believe, very essential that a supervising officer, whether of Railway or District Police, should have at his disposal an annual grant for the payment of rewards either to outsiders or to the subordinate Police for information and for detection and arrest of criminals. I have found the small sum (Rs. 400) at my disposal of the greatest use in stimulating the subordinate Railway Police, the traffic staff, and the Police of the Native States, in keeping a sharp look-out for possible or proved offenders; (c) I have already alluded parenthetically to Police records. These should, I think, be cut down as much as possible, especially those maintained at stations. The objects to be attained by the Police are generally stated as detection of crime, prevention of crime, maintenance of public order. It is allowed, I believe, that the first is the most important, and it really includes the second, as detection and the consequent punishment of crime are the surest preventives of crime. In my humble opinion detection should be the central point of Police organization, and all rules, more or less, should be framed with a view to increasing efficiency in that respect, or at all events with care that they do not decrease it. I have heard it said, and there is, I think, a considerable kernel of truth in the saying, under the husk of exaggerated expression, that it is more profitable to an Investigating Officer to correctly record a failure than to incorrectly record a success. The system of record, returns, circulars, instructions, &c., should be simplified as much as possible, more particularly so much of it as extends to the subordinate Police; (d) no Constable should receive less than Rs. 7 per mensem, and that should be given him in full, free of all deductions on account of pension, clothing, &c. The only deductions which should be allowed in the Railway Police are a small sum, say, annas 8, while on probation and under instruction for six months; deductions on account of goods stolen from Police custody, and fines for misconduct. The higher subordinate grades are generally, I believe, sufficiently well paid; only a majority of the officers in one rank, say, Head Constables, is sometimes crowded into the lowest or two lowest grades; whereas the number in each rank should be equally divided among all the grades.

The question of Police organization opens a wide field to an officer of long experience; but I will not inflict myself upon you at any greater length, further than to add that, so far as my experience goes, the ratio of intelligence and education among the subordinate Police, as compared with that of the people from whom they are drawn, has considerably advanced, and that, with proper encouragement, they are as well able to cope with crime now as before.

Mr. Walker.—On the subject of passes to enable Railway Police officials in travelling on duty to places off the line to which they are attached being made available over all lines. There need be no difficulty in arranging this matter satisfactorily if the Police authorities will take it up with the different Railway managements. At present the system on this Railway is for each station to be supplied with a Police requisition pass-book, and a Constable when travelling from one station to another, for which he does not hold a permanent pass, obtains a pass from the Station Master. If the different Railways will agree, power may be given to Station Masters on this Railway to issue these passes through to stations on other lines, and adjustments made at the end of each month; or each Head Constable may be supplied with a book of warrants to be exchanged for tickets; for instance, a Constable having to be sent from Mankapur to Benares to make some enquiries, his Head Constable would give him a pass to Lakarmandi in the usual way, and a warrant for a ticket from Ajodhya Ghât to Benares. If, on arrival at Benares, the Constable found he had to go to Cawnpore, he would then apply to the Head Constable at Benares, who would give him a warrant to Cawnpore, and at Cawnpore he would get a warrant to Ajodhya Ghât. The cost of the fares from Ajodhya Ghât to Benares, thence to Cawnpore and back direct to Ajodhya Ghât, would be recovered from the Police Department through the warrants.

It has, I believe, been suggested that the system of having Government Railway Police is a mistake, and it would be much better if the Police posted at stations were under the control of the Police Superintendents of the districts. This opinion I do not agree with; the Railway Police system is a good one; but the weak point is the supervision. I consider that the Railway Police Force should be organized quite separately from the District Police, officers and men being recruited and specially trained for this branch of the service. The Railway Police having, as at present, nothing to do with Chaukidari work, intelligent men should be selected, so that they may be good at enquiries and detective work. All Inspectors and Sub-Inspectors and, if possible, Head Constables should know English. The force should contain a large number of Europeans, appointments being given to European lads brought up in this country, who would be trained as Inspectors, and have an opportunity by ability and merit of rising to the superior grades. The head of the Railway Police Department should have his Head-Quarters with the Government of India, and the Assistant Inspectors-General or Superintendents' districts should each be made up of one Railway or system of Railways without regard to the provinces which they pass through; thus the Bengal and North-Western Railway system (700 miles long, 287 miles in the North-Western Provinces and Oudh, under the charge of the Assistant Inspector-General, Allahabad, and the remainder in Bengal under the Assistant Inspector-General, Howrah), would make a compact district for a young Superintendent or Assistant Superintendent with his Head-Quarters at Gorakhpur (the Head-Quarters of the Railway); he could thoroughly supervise all details of the Police work and co-operate with the Railway and district authorities with whom he would come in daily contact. The force then would be most useful to Government in various ways; for instance, with men posted at the various ghâts touched by the Railway, *viz.*, Bahram Ghât and Ajodhya Ghât on the Gogra, Deegah and Mokameh on the Ganges and Kunwaghât on the Kosi, the movements of criminal tribes, such as the Barwars, who go down into Lower Bengal at certain seasons of the year, and others, could be watched and useful information obtained. To assist in this work experienced men might now and again be drawn from the District Police.

I do not know if such an arrangement is possible; but it would be of advantage to the Railway if the Superintendent in charge of the Railway Police on the line had certain Magisterial powers, so that he could dispose summarily of trivial cases under the Railway Act. The greatest inconvenience is sometimes caused to the Traffic Department through having to relieve men to attend Court as witnesses in cases which are often postponed, and during the cold weather they may be summoned to attend a Magistrate's Court in camp, 16 miles away from the Railway, simply to give evidence in a case of a man jumping on or off a train in motion, and which the guard considered it his duty to report. If the Superintendent of Police

had power to try such a case he could go to the station and do it on the spot. The Railway Police can, I have no doubt, be made a very useful force.

Mr. Stuart.—I have the honor to point out that the Railway Police as at present constituted do not appear to realise the expectations of Railway officers in regard to the duties performed by them.

At present Police Constables are placed at various stations of this Railway, generally in charge of a Head Constable, and at some smaller stations there is only a single Constable.

These men are absolutely independent of any other authority, and resist the interference or advise or request of the Station Master when they are required to clear the platform of non-passengers, or to stop a quarrel, &c. All the Constables stationed at the different stations simply come to the station while the train is arriving or departing, *i.e.*, usually twice a day, and the whole time spent on duty does not exceed two hours a day.

I annex a statement* of the number of Constables placed at stations on this line, and with the exception of Bareilly city station, where there is a Eurasian Railway Sub-Inspector, there does not appear to be sufficient work for these at the other stations.

If I were asked what the Police do at these stations, I would reply without hesitation that the duties performed are *nil*.

There may be certain duties performed by them other than being present at the station; but if so, these duties are not performed on station premises, and I am not aware that they do any other kind of duty.

Formerly I had a very great deal of trouble with the Railway Constables fighting with Station Masters and other members of the staff, and I am strongly of opinion that in the beginning they were instructed not to attend to the orders of the Station Masters in anything, and when charges were brought against the Police from time to time by Station Masters, as a rule, the various District Superintendents of Police paid no attention to such reports.

They appeared to be under the impression that the Police were being bullied by the Railway staff.

Fortunately a much better state of affairs exist now under the present District Superintendent of Police (Mr. Innes), and at no time of my Railway experience have I found less friction between the Police and the Railway staff than at present.

If one policeman went with each train, I am of opinion that the matter of law and order would be attended to quite as efficiently as it now is with the addition of all these men at stations.

At most roadside stations we find District Police Choukies quite close to the station, and I always find on the platform district policemen airing themselves and conversing with the passengers. All the duties which are now performed by the Railway Police could be done by these men, say, about two hours' duty a day.

At Kathgodown, where there are a number of Railway Police, we find a Police Choukie, not two hundred yards from the station, with three or four sepoys in charge; these Police belong to Kumaon, and could do all the work required at Kathgodown station efficiently.

All these Railway Police are stationed at stations simply in the cause of law and order, and so long such is the case they have nothing to do, as there is really no lawlessness or disorder: true, their presence may have a certain deterrent effect, but the value of this factor remains an unknown quantity.

If this theory of placing men to keep law and order were exploded it would be better for the Railway Companies and the Police Department as well, because some substantial benefits would be derived from their services, and they could be rendered very useful indeed. The sepoys, taking them as they appear to me, are a fair lot of men as regards quality and behaviour, and I think it a pity that they cannot be made useful members of the force.

* Not received.

I would propose for consideration the following facts :—

1st.—That the law and order theory be dropped completely.

2nd.—That the following duties be performed by the Railway Police :—

- (a). Attend the arrival and departure of trains, and be present one hour before departure and one hour after arrival.
- (b). To check the seals of each wagon loaded with merchandise when sent from the stations, as well as the seals of all wagons as soon as they arrive.
- (c). To be present when called upon to see contents of packages checked or re-weighed, if there is reason to believe that such packages have been tampered with.
- (d). To visit the goods sheds from time to time at night, to see that the Chaukidars are performing their duties and awake.
- (e). To obey all requests which may be made by the Station Masters having reference to the better working of the stations. The requests which a Station Master may make to be written out specifically, so that there may be no misunderstanding regarding the Station Master's authority to do so.

3rd.—That the Chief Railway Officer of the Railway in each district have Magisterial powers granted to him. I think if something of this kind was tried, it would be found that the Police, having something definite and tangible to perform, would be much more useful. On no account should sepoys, when dismissed from the Railway Police, be re-employed again in other districts. A Railway Sub-Inspector (native), who was on duty on this Railway and was a most objectionable man, was, after a deal of friction, caught accepting bribes and was dismissed the force. I now find he is in the force again in Cawnpore, and the Police authorities know this.

This man was most objectionable to the Railway authorities, and he ought to have been transferred for this reason alone ; but the District Superintendent of Police was either indifferent or believed implicitly in his man, and no action was taken until the case of bribery came up—a case which no Railway official had any connection with.

I consider that a subordinate of the Railway Police should be transferred when a Railway officer represents that such a course would be received with satisfaction by him.

I regret that this question has not received from me the attention it deserves.

I confess it is not an agreeable subject to discuss, and I shall be glad if these few notes are deemed sufficient.

Captain Ryves forwards the statements asked for in Resolution 1 of the tenth meeting of the Police Committee, these are annexed ; and submits his opinion on the points raised in Resolution 2 of the same meeting :—

(a). No change is necessary on the Indian Midland and East Indian Railways.

(b). The pay of the Head Constables and Constables on the Bengal and North-Western, Cawnpore-Achnera, Lucknow-Sitapur and Bareilly-Pilibhit Railways differs from the rates given on the larger Railways. The rates are as under :—

	Head Constables.	Constables.
East Indian Railway, Indian Midland and Oudh and Rohilkhund	Rs. 25, 20, 15, 12	Rs. 10, 8, 6
Cawnpore-Achnera and Bengal & North-Western Railways	„ 25, 20, 15, 10	„ 8, 7, 6
Lucknow-Sitapur and Bareilly-Pilibhit	„ .. 15 ..	„ .. 7 ..

1.—Whether, in his opinion, the present allocation and strength of the Police employed, for the purposes of law and order, on the various Railway lines in these Provinces, are satisfactory and sufficient ; or whether any alterations, and if so, in what particulars, are required ?

I think the rates of pay should be similar on all the lines, and should be those prevailing on the larger lines. The different rates cause discontent and complications in arranging transfers.

Note.—In the matter of pay, if it is contemplated to increase the pay of officers of the District Police, I think a similar increase should be sanctioned for officers of the Railway Police. On the whole, better educated and more intelligent men are required. They have to deal with Europeans, and have to exercise tact, and in many instances have to act at once on their own responsibility.

It must be remembered in all calculations of cost of the Railway Police the Government pays $\frac{3}{10}$ ths, and the Railways $\frac{7}{10}$ ths, besides $7\frac{1}{2}$ per cent on salaries on account of pension and 5 per cent on salaries of officers drawing Rs. 50 and over, to provide for leave, acting allowances, &c.

(c). The number of officers and men at stations on the Bombay and North-Western and Cawnpore-Achnera Railways are not sufficient. In the case of the latter Railway a revised estimate has been submitted and been approved of by Government—*vide* G. O. No. $\frac{420}{\text{VIII}-15-42}$, and Office Memo. No. $\frac{418}{\text{VIII}-15-40}$, dated the 18th June, 1890.

In regard to the Bombay and North-Western Railway, I submitted an estimate to the Agent, providing for an increase of two Head Constables and 17 Constables, and gave the following reasons for proposing an increase. That the length of line to be looked after—288 miles—number of offences to be investigated and daily work to be done, was excessive for the force employed. That when the first estimate was made out and strength of force fixed, the Railway was open only to Bahraich. Since then there have been two extensions—from Bahraich to Nepalganj and Gorakhpur to Uska Bazar. I submit a statement,* marked A, giving reasons in full.

The Agent did not agree to my proposal.

When the Railway Police are established on all the lines, the Reserve Force will consist of—

- 1 Inspector.
- 2 Sub-Inspectors.
- 13 Head Constables.
- 60 Constables.

Under the present system they will be kept at the Head-Quarters of the different Railways, *viz.*, Allahabad, Lucknow, Jhansi, Fatehgarh, Gorakhpur and Bareilly.

Owing to the splitting up of the force like this, proper instruction cannot be imparted.

Large fairs occur in different localities; the traffic on the Railways concerned at these times necessitates extra men being sent to keep order. The reserve of the Railways concerned only can be employed, as each Railway pays for and exclusively employs its own men. I will give instances. At Ajudhia and Bindraban, on several occasions in the year, and at Bahraich during the Sayed Salar Fair, the large number of pilgrims who travel by rail and through the stations are at times quite uncontrollable. The reserves at Gorakhpur and Fatehgarh, the Railways concerned, have one Head Constable and five Constables, and two Head Constables and four Constables, respectively—too small a number to cope with the difficulty. At Lakarmandi Ghât, opposite Ajodhya, some serious accidents and loss of life occurred owing to there being too few men. I would advocate the concentration of the whole of the reserves at the Head-Quarters of the Assistant Inspector-General, Government Railway Police, and that they be available for duty on all the lines.

As nearly as I can estimate, on all the lines there are 28 Jemadars and 633 Chaukidars exclusively employed on watch and ward duties. Of these, about 301 are employed on the lines under me. They are entirely under the Traffic Department, and are appointed and discharged by the Traffic Superintendents on the line. On the East Indian Railway only descriptive rolls of the men intended to be appointed are sent to me for inquiry regarding their character and antecedents. The rolls are forwarded

2.—Whether he has any proposals to make regarding the allocation of the Police Reserves on any of these lines?

3.—What is the present system under which the members of the watch and ward establishment on the various lines of Railway are appointed? To what castes do the Chaukidars chiefly belong? And is any inquiry made as to their character and antecedents before appointment?

on to the District Police. They may be reported well on from their villages, but there is no check whatever to show that they have not been employed in the same or other capacity on another Railway, and been dismissed for gross misconduct.

I could gain no accurate information regarding the castes of the men employed on the other lines. The 301 mentioned are of the following castes :—

98 Brahmins.	57 Mahomedans.
39 Thakurs.	16 Ahirs.
6 Kalwars.	5 Kahars.
4 Pasis.	57 other castes.

Of 19 men I could get no information.

In Resolutions 3 and 4 of the tenth meeting of the Police Committee, Messrs. Berrill, Sidney Smith and Captain Ryves were asked for opinions on certain points connected with Railway Police Organization. The following are the questions and replies of Mr. Berrill and Captain Ryves thereto. Mr. Sidney Smith has not replied to the questions.

Mr. Berrill says that the duties of the two are entirely distinct ; on the one hand, the Railway Police, under the direct control of the Assistant Inspector-General, Government Railway Police, are employed purely for law and order ; while the Chaukidars (paid jointly by the Government and the Railway) are under the orders of the Traffic Department, and are employed by the Railway Company for watch and ward of property.

The system of entirely separating Railway Police from Chaukidars is unsatisfactory, as instead of being auxiliary, they are antagonistic to one another.

The Railway Chaukidar is without any immediate superior, and on the occurrence of a robbery, throws himself for protection on the Goods Clerk, and the Goods Clerk, in his own interest, shields him.

Railway Chaukidars are supposed to be under the supervision of Station Masters, but these officials have no time to supervise them.

Formerly both watch and ward and law and order were performed by the Railway Constabulary Force ; but the Railway authorities objected to the expensive machinery employed for ordinary watch and ward duties, and it was ruled that they should provide for their own watch and ward.

Mr. Berrill suggests that a force of Chaukidars be employed (appointed under Act V of 1861) and placed directly under the control of the Police.

Captain Ryves agrees with Mr. Berrill that the system of entirely separating the forces does not work well, and that of the Chaukidars not having a proper supervising agency is also faulty. He also notes that the men side with Goods Clerks and others.

The Railway authorities on the Cawnpore-Achnera Railway recognised the failure of the system, and asked for Regular Police. A revised estimate for that line has been submitted, recommending that the Chaukidars be retained, but that they be enrolled under Act V of 1861, and be placed under the Assistant Inspector-General ; this has been approved of by the Local Government. He recommends that this should be done on all lines, the advantages being—

- (1). That a better class of men will be employed.
- (2). That a check will be placed on the re-employment of men who have been dismissed from other lines owing to imprisonment or neglect of duty.
- (3). The two forces being under one set of officers, will work more effectually.
- (4). The Chaukidars will be brought under proper discipline, and the offer of service in the Regular Police might be held out to them.

With reference to this question Mr. Berrill refers to the *Police Manual*. The authority for such is vested in the Assistant Inspector-General, Government Railway Police, subject to the direct control of the Inspector-General of Police, and this arrangement, in his opinion, needs no alteration.

*Resolution 3. 1.—*What difference is there between the duties performed by the Railway Police and by the Chaukidars employed under the Traffic Department. Do you consider that the system of having part of the Police under the orders of the Traffic Department and the part under the supervision of the Police authorities, works satisfactorily? If not, what are the defects of the system, and what remedies can you suggest?

*2.—*Under what rules and by whose orders are members of the Railway Police Force at present recruited, transferred or promoted; and do you consider that the system now followed on these points requires any and, if so, what alteration?

Captain Ryves says that all appointments up to and including the grade of Sub-Inspector, are made by the Assistant Inspector-General. Sergeants and Inspectors are appointed by the Inspector-General of Police. He gives it as his opinion that even the appointments of Inspectors and Sergeants should be made by the Assistant Inspector-General, with the approval of the Inspector-General, as the Assistant Inspector-General knows what kind of a man he wants.

Transfers of Inspectors and Sub-Inspectors are made from the Railway to the District Police and *vice versa* without reference to the Assistant Inspector-General; this should be altered, and the Assistant Inspector-General should select his own men.

3.—What registers are kept up at the reporting stations on lines under Railway Police jurisdiction? Are any of these, in your opinion, unnecessary, or would you suggest any additions, such, for instance, as a register of bad characters frequenting the line?

Mr. Berrill does not think the registers unnecessary, nor would he add to them. *Captain Ryves* would be able to give a list of registers.

Captain Ryves says that the same registers are kept up as at District Police Stations (page 296, *Police Manual*), with a few exceptions.

In his opinion the following registers need only be kept :—

- | | |
|---------------------------------|---|
| 1. Daily Diary. | 6. Charge Sheet (B). |
| 2. Special Diary. | 7. Order-book. |
| 3. Crime Register. | 8. Register of Pick-pockets and Thieves frequenting Railways. |
| 4. Register of Property Stolen. | 9. English Inspection Book. |
| 5. Charge Sheet (A). | |

In second class stations he would dispense with Nos. 3, 4, 7 and 9 in the above list, as these stations will be subordinate to the first class stations.

In lieu of registers 3 and 4 it would be sufficient to keep up a monthly return of crime and of property stolen, and send it for record in the first class station register.

The two check receipts in cognizable and non-cognizable cases are omitted because they are not required. Most offences are reported by telegraph; in other cases the Railway Company is generally the complainant, and no check receipt is given.

The registers of released convicts, absconded offenders, and bad characters are omitted because the two former are not residents on Railway premises, and the register of pick-pockets, &c. (No. 8), will take the place of the *badmash* register.

A register of the more suspicious portion of the establishment in the Engineering Traffic Departments, such as gate-keepers, porters, &c., should be kept by Sub-Inspectors of Divisions.

4.—Would it be possible to have one amalgamated Police Force for all the lines under Railway Police jurisdiction? If so, how would you propose to organize such a force?

Mr. Berrill.—The arrangement would be a very advisable one, but a difficult one to bring about, for all Railways are not State, and jealousies exist.

Captain Ryves gives an estimate of numbers and cost of an amalgamated Police Force—

12 Inspectors	..	Establishment.	Cost.	Rs. 59,498	.. E. I. Ry.
10 Sergeants	..			" 39,178	.. O. & Ry.
17 Sub-Inspectors	..			" 32,470	.. I. M. Ry.
99 Head Constables	..			" 8,058	.. C. & A. Ry.
430 Constables	..			" 7,702	.. B. & N.-W. Ry.
				" 1,804	.. L. S. Ry.
				" 1,629	.. B. P. Ry.
				" 1,523	.. R. & K. Ry.

which he says should be instituted, and states that there can be no difficulty so long as the cost payable by each line is not exceeded. The East Indian Railway is likely to object. An order for the purpose of removing the objection should issue from the Government of India, and should include the three changes necessary to make the Railway Police workable and efficient, *viz.* :—

- (1). Amalgamation of the whole force.
- (2). Concentration of the reserves at the Head-Quarters of the Assistant Inspector-General.
- (3). Interchange of passes between all the Railways.

This last should be taken into consideration by the Committee, as it is a means of securing the efficient working of the Railway Police. The present arrangement of having to pay the fares of men going on duty is almost unworkable. Officers in charge of stations should have for themselves, and for two or three Constables, duty-passes to carry them over all the lines in the Provinces.

Mr. Berrill.—Thefts are not so much due to insecure fastenings as to the inefficient watch by Railway Chaukidars over wagons and goods sheds; and a better supervision over Chaukidars will mean a check on robberies, &c.

Captain Ryves.—The present system of fastening and sealing, &c., is not satisfactory. The system in force on the Oudh and Rohilkhund Railway is, he says, good but not perfect. A better plan could be invented if the engineering staff were called upon to do so. He says that the tape used in sealing wagons should be stretched and sealed, so that should the tape be cut, it could not be rejoined, and the locality of the theft could be discovered so as to admit of enquiry.

Mr. Berrill says that as well as he can remember all reports and diaries were submitted to Magistrates.

Captain Ryves.—(1). Daily diaries are only sent to Magistrates if there is anything very particular reported.

(2). Special diaries (a).—In cases dealt with as laid down in Section 157, when Charge Sheet B is submitted, and in cases under Sections 169 and 170 the diaries are always sent.

(b).—In undetected cases report is submitted only if the case is of a particularly grave nature, or if a large amount of property is stolen.

(3). Accidents resulting in deaths are reported by telegraph, and inquest reports under Section 174 are always submitted

(4). Accidents, such as collisions, injury to person, cattle being run over, and such like, are also reported by telegraph, and when of a serious nature, report of investigation is sent.

(5). All serious offences and cases of a peculiar or interesting nature are specially reported at once by telegraph, or by extract from diary.

Mr. Berrill says that the rules are quite satisfactory, and need no alteration.

Captain Ryves says that the rules are quite satisfactory. If acted up to, it is all that is required.

Mr. Berrill recommends an alteration, and would place all Railway lands within the jurisdiction of the Railway Police, who have better facilities for enquiring into cases.

Captain Ryves says that it is too hard and fast a rule, and is inconvenient and unworkable. He is aware that most District Superintendents of Police and Magistrates are in favour of making over all Railway houses to the Railway Police.

This sweeping change would not answer at all.

There are very few Investigating Officers at most Police Stations on the line, and only sufficient men to attend to trains, &c., so that buildings outside the Railway fencing would be entirely without watch and ward police, and there would be general dissatisfaction. Besides, the circumstances of different stations differ very much, so that in some stations a change is desirable, while in others it is not.

I would suggest that the rule—"but not lands taken up by the Government and made over to the Railway Company for the purpose of building

5.—Is the present system of fastening and sealing goods wagons satisfactory? If not, can you make any suggestions for improving it?

Resolution 4. 1.—Are all reports and diaries concerning cases occurring on Railway lines laid before the Magistrates of districts in which they occur?

2.—Are the present rules (see *Police Gazette*, February 12th, 1890, page 60), regarding the investigation of cases occurring within Railway limits, and providing for the co-operation of the District Police in the investigation of such cases, satisfactory?

3.—Is the present rule (para. 11, Circular No. 11 of 1874, *Police Gazette*, February 12th, 1890), defining the limits of Railway Police jurisdiction, satisfactory? Do you consider that this rule should be in any way altered, with special reference to the last sentence regarding lands made over to the Company for the purpose of building houses for their servants?

houses for their servants," be altered to "in regard to lands taken up by the Government, a Committee, consisting of the Magistrate of the District, District Superintendent of Police and Assistant Inspector-General, decide the Railway limits and jurisdiction, and report for the orders of Government with the view to the issue of a notification defining the area under Section 4, Clause (o) of Act X of 1882."

4.—Has any difficulty been experienced in identifying habitual offenders arrested on Railways? If so, what suggestions have you to make for overcoming this difficulty?

Mr. Berrill says that there are no special difficulties. Districts might communicate more fully when such persons are about to leave their homes.

Captain Ryves says that very great difficulty is experienced. In almost every case the Investigating Officer has to apply for a remand to get the accused identified, and it often happens that the remand term expires, and the accused is returned unidentified. There are over 100 persons in the different jails now who are not known; and during the year many pass through the jails unknown.

As a rule, only professional thieves frequent the Railways, and it is very necessary that they should be severely dealt with.

The remedy, which is, in his opinion, really effective, is tattooing on some part of the body usually hidden when clothes are worn, or perhaps marks of vaccination might be utilised. A set of rules could easily be drawn up as to the parts of the arm, leg, &c., where a man should be vaccinated, and the number and shape of marks to denote the jails. "In this I am referring to Railway thieves. I do not think any extraordinary measures necessary for district offenders." He would also suggest a system of photographing offenders, and classifying the photos for the use of Police officers along the Railway lines.

In reply to our letters Nos. 39—41, dated 17th July, 1890, to Magistrates, Meerut, Muzaffarnagar and Saharanpur, requesting them to report whether the Police Force on the Railway line from Ghaziabad to Saharanpur, which is under the orders of the Punjab Government, should not be under the orders of the North-Western Provinces Government, as are the forces on all other lines in these Provinces; or whether the present system of jurisdiction should remain in force. Also whether the system, as it now stands, works satisfactorily; or whether the break in jurisdiction has in any way interfered with the working of the Railway Police in these Provinces. The Magistrates of Saharanpur and Meerut say that the present system of jurisdiction has resulted in no inconvenience, but that it would be desirable if the force were under the orders of the North-Western Provinces Government, while the Magistrate of Muzaffarnagar states that no change in the present system seems called for.

Captain Ryves, to whom this point was also put, agrees with the Magistrates of Saharanpur and Meerut. He says:—The jurisdiction of the Railway being under the Punjab Government, does not so much matter now, though it is inconvenient, our Police having to travel to the Courts at Meerut over a foreign line; but when the Railway Police system is established on the Oudh and Rohilkhund Railway up to and including Saharanpur, we should have the North-Western Provinces and Oudh Police at both ends and the Punjab Police between: this arrangement would not work at all, and the through working of the Railway Police, which is essential, will be greatly interfered with. The Assistant Inspector-General and any Police Officer wishing to go from Ghaziabad to Saharanpur, would have to double back to Aligarh, and get on the Oudh and Rohilkhund there.

The North-Western Railway passes through districts in the North-Western Provinces; for this and the reasons given above I think this portion of the line should be under the North-Western Provinces Government. In this matter Captain Ryves draws attention to Act III of 1888, which gives the Governor-General in Council power to create Police districts embracing parts of two or more presidencies, provinces or places.

Section 5 says: subject to any order which the Governor-General in Council may make in this behalf, a part of a presidency, province or place included in a general Police district under Sub-section 1, shall not, by reason of being included therein for the purposes of any enactment relating to Police, cease to be part of the presidency, province or place of which it forms part.

FORM No. I, PART I.

Statement showing the strength and allocation of the Government Railway Police Force in the North-Western Provinces and Oudh.

Name of line.	Length of line in miles.	Total number of stations on line.	Names of stations at which Police are located.	STRENGTH OF POLICE AT EACH STATION.						REMARKS.
				Sergeants.	Inspectors.	Sub-Inspectors.	Head Constables.	Constables.	Total.	
East Indian Railway.	788 miles.	84 stations.	18.							
			Gahmur	...	...	...	...	1	1	
			Dildarnagar	...	...	...	1	3	4	
			Tari Ghât	...	...	...	...	2	2	
			Moghalsarai	...	...	1	2	5	8	
			Mirzapur	...	...	...	1	3	4	
			Naini	...	...	...	2	4	6	
			Allahabad	...	3	1	4	12	20	
			Sutna	...	...	...	1	1	2	
			Jubbulpore	...	1	...	1	2	8	12
			Fatehpur	...	...	...	...	1	1	
			Mauhar	...	...	...	...	1	1	
			Cawnpore	...	2	...	1	3	12	18
			Etawah	...	...	...	1	1	3	5
			Tundla	...	1	1	...	2	6	10
			Hathras	...	...	...	1	4	5	
			Aligarh	...	...	1	2	5	8	
			Ghaziabad	...	1	...	3	10	14	
			Delhi	...	1	...	2	8	11	
			Reserve	...	...	2	1	2	20	25
			Detectives	...	...	...	4	20	24	
			Travelling Police	...	...	...	...	10	10	
			Assistant Inspector-General's Staff	...	...	...	2	8	10	
			Total	...	9	4	6	35	147	201
Cawnpore-Achnera Railway.	262 miles.	38 stations.	6.							
			Cawnpore	...	...	...	1	3	4	
			Furruckabad	...	...	1	1	3	5	
			Kasganj	...	...	...	1	3	4	
			Hathras City	...	...	1	1	3	5	
			Muttra	...	...	...	1	3	4	
			Brindaban	...	...	...	1	2	3	
			Reserve	...	...	...	2	4	6	
			Detective	...	...	...	...	2	2	
			Total	...	...	1	1	8	23	33
Bengal and N.-W. Railway.	288 miles.	41 stations.	5.							
			Gorakhpur	...	...	1	1	3	5	
			Basti	...	...	...	1	2	3	
			Mankapur	...	...	...	1	3	4	
			Lakarmandi	...	...	...	...	2	2	
			Bahraich	...	...	1	1	2	4	
			Reserve	...	...	...	1	5	6	
			Total	...	...	1	1	5	17	24

Statement showing the strength and allocation of the Govt. Ry. Police Force, &c.—(concluded).

Name of line.	Length of line in miles.	Total number of stations on line.	Names of stations at which Police are located.	STRENGTH OF POLICE AT EACH STATION.						REMARKS.	
				Sergeants.	Inspectors.	Sub-Inspectors.	Head Constables.	Constables.	Total.		
Indian Midland Railway.	* 482 miles.	* 47 stations.	10.								
			Dholpur	...	...	...	1	3	4		
			Morena	...	...	...	...	1	1		
			Gwalior	...	...	...	...	1	3	4	
			Jhansi	...	...	1	...	2	4	7	
			Orai	...	...	...	...	...	2	2	
			Kalpi	...	...	...	...	1	3	4	
			Lalitpur	...	...	...	...	1	3	4	
			Bina	...	...	...	...	1	4	5	
			Banda	...	...	...	...	1	3	4	
			Karwi	...	...	...	...	...	2	2	
			Reserve	...	...	...	...	3	10	13	
			Train Guards	...	...	...	...	...	4	4	
Total	...	...	1	...	11	42	54				

	Miles.	Stations.
Manickpur to Banda ...	60	6
Agra to Jhansi ...	137	15
Cawnpore to Jhansi ...	137	13
Jhansi to Bhilsa ...	148	13
Total ...	482	47

ALLAHABAD ;
The 20th November, 1890. }

T. J. RYVES, CAPTAIN,
Assistant Inspector-General, Government Railway Police,
North-Western Provinces and Oudh.

FORM No. I, PART II.

Statement showing strength, allocation and cost of the Railway Police Force in the North-Western Provinces and Oudh.

TOTAL STRENGTH OF POLICE ON THE LINE.																									Total number of Police employed on line.	Total annual cost of Police employed on line.	Number of Police per mile of line.	Cost of Police per mile of line per annum.	* One Inspector gets Rs. 225.																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																							
Sergeants.				Inspectors.				Sub-Inspectors.				Head Constables.				Constables.																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																				
1st Grade, Rs. 100.				2nd Grade, Rs. 80.				3rd Grade, Rs. 60.				Total.				1st Grade on Rs. 200.				2nd Grade on Rs. 150.				3rd Grade on Rs. 125.				4th Grade on Rs. 100.				Total.				1st Grade on Rs. 70.				2nd Grade on Rs. 50.				3rd Grade on Rs. 30.				Total.				1st Grade on Rs. 25.				2nd Grade on Rs. 20.				3rd Grade on Rs. 15.				4th Grade on Rs. 12.				4th Grade on Rs. 10.				Total.				1st Grade on Rs. 10.				2nd Grade on Rs. 8.				3rd Grade on Rs. 7.				4th Grade on Rs. 6.				Total.																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																								
How employed.	2	5	2	9	* 2	2			4	3	3		6	4	4	7	20		35	40	67		40	147	201	43,992	25	55.8	* One Inspector gets Rs. 225.																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																							
* East Indian Railway, 788 miles

* These Railways only are at present under the Assistant Inspector-General, Government Railway Police.
 † An estimate for whole line through Central Provinces and Bhopal to Itarsi has been sanctioned by the Local Government and sent to the Government of India. The Police on this line will then be as shown in the *red* figures.
 ‡ No Government Police on this line as yet. Estimate has been sanctioned by the Local Government and sent to Government of India as per strength shown.
 || There are Government Police on these lines under the District Superintendent of Police of the districts they run through.

ALLAHABAD ;

T. J. RYVES, CAPTAIN,
 Assistant Inspector-General, Government Railway Police,
 North-Western Provinces and Oudh.

The 20th November, 1890.

FORM No. I, PART III.

Statement showing the strength and allocation of the Government Railway Police Force in the North-Western Provinces and Oudh.

[Stations at which Police are located are entered in red.]

Name of line.	Length of line in miles.	Jurisdiction of Inspectors and Sub-Inspectors.	Names of Railway Stations.	STRENGTH OF POLICE AT EACH STATION.						REMARKS.
				Sergeants.	Inspectors.	Sub-Inspectors.	Head Constables.	Constables.	Total.	
East Indian Railway.	788 miles.	Sub-Inspector, Moghalsarai.	Gahmur	...	...	...	...	1	1	
			Dildarnagar	...	...	...	1	3	4	
			Tari Ghat	...	...	...	...	2	2	
			Zamania	...	...	...	...	...	...
			Dheena	...	...	...	...	...	...
			Sakaldiha	...	...	...	...	...	...
			Moghalsarai	...	...	1	2	5	8	
			Ahaura Road	...	...	...	...	...	...
			Chunar	...	...	...	...	...	...
			Pahari	...	...	...	...	...	...
			Mirzapur	...	...	...	1	3	4	
			Bindhachal	...	...	...	...	...	...
			Gaipura	...	...	...	...	...	...
			Nahwai	...	...	...	...	...	...
			Meja Road	...	...	...	...	...	...
		Inspector, Allahabad.	Karchana	...	...	...	...	...	...
			Naini	...	...	...	2	4	6	
			Jasra	...	...	...	...	...	...
			Shiurajpur	...	...	...	...	...	...
			Bargarh	...	...	...	...	...	...
			Dabhaura	...	...	...	...	...	...
			Manikpur	...	...	...	...	...	...
			Markundi	...	...	...	...	...	...
			Majhgawan	...	...	...	...	...	...
			Jaitwara	...	...	...	...	...	...
			Sutna	...	...	...	1	1	2	
			Unchehra	...	...	...	...	...	...
			Maihar	...	...	...	...	...	...
			Bhadanpur	...	...	...	...	...	...
			Amdara	...	...	...	...	...	...
			Jukehi	...	...	...	...	...	...
			Katni	...	...	...	...	...	...
			Newar	...	...	...	...	...	...
			Sleemanabad	...	...	...	...	...	...
			Sihora Road	...	...	...	...	...	...
			Deoria	...	...	...	...	...	...
			Jubbulpore	1	...	1	2	8	12	

Statement showing the strength and allocation of the Government Railway Police, &c.—(contd).

Name of line.	Length of line in miles.	Jurisdiction of Inspectors and Sub-Inspectors.	Names of Railway Stations.	STRENGTH OF POLICE AT EACH STATION.						REMARKS.
				Sergeants.	Inspectors.	Sub-Inspectors.	Head Constables.	Constables.	Total.	
East Indian Railway.	788 miles.	Inspector, Allahabad. Sub-Inspector, Cawnpore.	Allahabad	2	1	...	4	12	19	
			Manauri	...	...	...	...	...	...
			Bharwari	...	...	...	...	...	...
			Sirathu	...	...	...	...	...	...
			Kunwar	...	...	...	...	...	...
			Khaga	...	...	...	...	...	...
			Bahrampur	...	...	...	...	...	...
			Haswa	...	...	...	...	...	...
			Fatehpur	...	...	...	...	1	1	
			Malwa	...	...	...	...	...	...
			Maunhar	...	...	...	...	1	1	
			Karbigwan	...	...	...	...	...	...
			Sarsaul	...	...	...	...	...	...
			Chakeri	...	...	...	...	...	...
			Cawnpore	2	...	1	3	12	18	
			Panki	...	...	...	...	...	...
			Bhaupur	...	...	...	...	...	...
			Rura	...	...	...	...	...	...
			Jhinjhak	...	...	...	...	...	...
		Inspector, Tundla. Sub-Inspector, Etawah.	Phaphundi	...	...	...	...	...	...
			Achalda	...	...	...	...	...	...
			Bharthana	...	...	...	...	...	...
			Etawah	...	...	1	1	3	5	
			Jaswantnagar	...	...	...	...	...	...
			Bhadan	...	...	...	...	...	...
			Kaurara	...	...	...	...	...	...
			Shikohabad	...	...	...	...	...	...
			Makhanpur	...	...	...	...	...	...
			Firozabad	...	...	...	...	...	...
		Inspector, Tundla. Sub-Inspector, Aligarh.	Tundla	1	1	...	2	6	10	
			Agra Fort	...	...	...	...	...	...
			Barhan	...	...	...	...	...	...
			Jalesar Road	...	...	...	...	...	...
			Pura	...	...	...	...	...	...
			Hathras Junction	...	...	...	1	4	5	
			Pali	...	...	...	...	...	...
			Aligarh	...	...	1	2	5	8	
			Kulwa	...	...	...	...	...	...
			Somna	...	...	...	...	...	...
			Domar	...	...	...	...	...	...
			Khurja	...	...	...	...	...	...
			Chola	...	...	...	...	...	...

Statement showing the strength and allocation of the Government Railway Police, &c.—(contd.)

Name of line.	Length of line in miles.	Jurisdiction of Inspectors and Sub-Inspectors.	Names of Railway Stations.	STRENGTH OF POLICE AT EACH STATION.						REMARKS.
				Sergeants.	Inspectors.	Sub-Inspectors.	Head Constables.	Constables.	Total.	
Indian Midland Railway.	482 miles.	Inspector, Jhansi.	Muttra Cantonment							
			Bhainsa							
			Parkham							
			Agra Cantonment							
			Bhandai							
			Saiyan							
			Mania							
			Dholepur				1	3	4	
			Chumbal Branch. { North Bank							
			{ South Bank							
			Hetanpur							
			Morena					1	1	
			Banmor							
			Morar Road							
			Gwalior				1	3	4	
			Antri							
			Dabra							
			Sonagir							
			Datia							
			Jhansi		1		2	4	7	
			Bijoli							
			Babina							
			Talbahat							
			Jakhaura							
			Lalitpur				1	3	4	
			Jakhlaun							
			Karonda							
			Bina				1	4	5	
			Bamora							
			Kalhar							
			Basoda							
			Gulabganj							
			Bhilsa							
			Rampur Bhimsan							
			Paman							
			Lalpur							
			Pukhrayan							
			Chaunrah							
			Kalpi				1	3	4	
			Ata							
			Orai					2	2	
			Ait							

Statement showing the strength and allocation of the Government Railway Police, &c.—(contd.)

Name of line.	Length of line in miles.	Jurisdiction of Inspectors and Sub-Inspectors.	Names of Railway Stations.	STRENGTH OF POLICE AT EACH STATION.						REMARKS.
				Sergeants.	Inspectors.	Sub-Inspectors.	Head Constables.	Constables.	Total.	
Indian Midland Railway.— <i>contd.</i>			Punch ... ..		..			
			Moth ... ..		..			
			Churgaon ... ..		..			
			Garhmau ... ..		..			
			Bahilpurwa ... ..		..			
			Karwi ... ..	...	...	...	...	2	2	
			Akbarpur ... ..		...			
			Badausa ... ..		...			
			Khurhand ... ..		...			
			Banda ... ..	...	...	...	1	3	4	
			Salimpur ... ..		...			
			Bhatni ... ..		...			
			Nunkhara ... ..		...			
			Tahsil Deoria ... ..		...			
			Gauri Bazaar ... ..		...			
			Chauri-Chaura ... ..		...			
			Gorakhpur		1	...	1	3	5	
			Maniram ... ..		...			
			Peppeganj ... ..		...			
			Rawatganj ... ..		...			
			Campierganj ... ..		...			
			Pharenda ... ..		...			
			Bridgmanganj ... ..		...			
			Uska Bazar ... ..		...			
			Domingarh ... ..		...			
			Gobindpur ... ..		...			
			Sajanwa ... ..		...			
			Maghar ... ..		...			
			Khalilabad ... ..		...			
			Munderwa ... ..		...			
			Basti ... ..	...	...	...	1	2	3	
			Tinich ... ..		...			
			Babhnan ... ..		...			
			Swami Narayen Chhapra ... ..		...			
			Maskanwa ... ..		...			
			Mankapur ... ..	...	...	...	1	3	4	
			Bidianagar ... ..		...			
			Gonda ... ..		...			
			Kauria ... ..		...			
			Paigpur ... ..		...			
			Chilwaria ... ..		...			
Bengal and North-Western Railway.	288 miles.	Inspector, Gorakhpur. Sub-Inspector, Bahraich.								

Statement showing the strength and allocation of the Government Railway Police, &c.—(concl'd.)

Name of line.	Length of line in miles.	Jurisdiction of Inspectors and Sub-Inspectors.	Names of Railway Stations.	STRENGTH OF POLICE AT EACH STATION.						REMARKS.
				Sergeants.	Inspectors.	Sub-Inspectors.	Head Constables.	Constables.	Total.	
B. & N.-W. Railway.— <i>concl'd.</i>			Bahraich	...	...	1	1	2	4	
			Risia	...	...			
			Matera	...	...			
			Nanpara	...	...			
			Babaganj	...	...			
			Naipalganj Road	...	...			
			Tikri	...	...			
			Nawabganj	...	...			
			Kutra	...	...			
			Ajodhia (Lakarmandi Ghât)	...	...	...	...	2	2	

T. J. RYVES, CAPTAIN,

Assistant Inspector General, Government Railway Police.

FORM No. II.

Number of cognizable cases reported and inquired into by the Railway Police during the year 1889.

Name of line.	Number of reporting stations.	Number of cognizable cases reported.	Number of cognizable cases inquired into.	PRINCIPAL CLASSES OF CASES REPORTED.							REMARKS.
				Accidents.	Offences under the Railway Act.	Murders.	Thefts from goods sheds.	Thefts from standing trains.	Thefts from running trains.	Thefts by pick-pockets and from passengers.	
East Indian Railway ...	14	663	661	77	273	1	88	40	29	116	
Cawnpore-Achnera „ ...	6	175	170	14	36	1	26	10	14	30	
Bengal and N.-W. „ ...	4	94	94	12	28	...	15	9	5	9	
Indian Midland „ ...	7	93	93	26	41	1	30	2	3	11	

ALLAHABAD;

The 20th November, 1890. }

T. J. RYVES, CAPTAIN,

Assistant Inspector-General, Govt. Railway Police.

FORM No. III.

Statement showing strength, allocation and cost of the establishment employed for watch and ward on each Railway line in the North-Western Provinces and Oudh.

Name of line.	Length of line in miles.	Number of stations on line.	NUMBER OF MEN EMPLOYED IN WATCH AND WARD.						Total annual cost of watch and ward establishment.	Average number of men per station.	Average cost of watch and ward establishment per mile of line per annum.	REMARKS.
			On Rs. 8 per mensem.	On Rs. 4-8 per mensem.	On Rs. 5 per mensem.	On Rs. 5-8 per mensem.	On Rs. 6 per mensem.	Total.				
East Indian Railway ...	788	84	2	...	56	33	84	175	Rs. 12,978	2'0	16'4	
Cawnpore-Achnera „ ...	262	38	...	46	...	...	...	46	2,484	1'2	9'4	
Bengal and N.-W. „ ...	288	41	...	...	...	...	32	32	2,304	'80	8 0	
Indian Midland „ ...	482	47	...	...	69	...	...	69	4,140	1'47	8'5	
Do. for whole line ...	734	66	...	...	120	...	...	120	7,200	1'82	9'8	
Oudh and Rohilkhand Ry.,	692	99	*21†	...	...	...	220	241	18,840	2'43	27'6	† Pay of 21 Jemadars proposed at Rs. 250 per mensem.
Lucknow-Sitapur and Seramau Railway.	105	15	2†	...	14	7	7	30	2,046	2'0	19'5	
Rohilkhand and Kumaon Railway.	67	10	...	...	13	...	4	17	1,068	1'7	15'9	These two Jemadars draw Rs. 10 each.
Barcilly-Pilibhit Railway...	36	6	...	...	3	...	...	3	180	'50	5'0	

The remarks at foot of Form I, Part II, apply here also.

* Also two Inspectors on Rs. 100 and Rs. 150 for the two sections of the line.

ALLAHABAD;

The 20th November, 1890. }

T. J. RYVES, CAPTAIN,

Assistant Inspector-General, Govt. Railway Police.

*Statement showing the present and proposed allocation of the Government Railway Police on the North-Western Provinces and Oudh portion of the Bengal and North-Western Railway—
(Vide reply to Question 1 of Resolution 2 of tenth meeting of Police Committee).*

Stations.	PRESENT STRENGTH.				PROPOSED STRENGTH.				REMARKS.	
	Inspectors.	Sub-Inspectors.	Head Constables.	Constables.	Inspectors.	Sub-Inspectors.	Head Constables.	Constables.		
Gorakhpur	...	1	...	1	3	1	...	1	4	The work is heavy here, being the Head-Quarters. Another Constable is required.
Uska Bazaar	2	This has become a large produce-receiving station, and several thefts have already occurred. Police are necessary here.
Basti	1	2	...	...	1	3	Is the Head-Quarters of the district, and the work to and from the Courts is heavy.
Mankapur	1	3	...	...	1	4	Junction work too much for three men.
Bahraich	1	1	2	...	1	1	3	Is the Head-Quarters of the district, and the work to and from the Courts is heavy.
Larkarmandi	2	...	...	1	2	At present this is under the Mankapur Head Constable. He has his hands full always, and cannot properly attend to both places. A separate Head Constable is certainly required.
Gonda	2	District Head-Quarters Police are required.
Tehsil Deoria	1	2	There are no Police at all below Gorakhpur, and the Head Constable from Gorakhpur has to work on this part of the line as well as towards Basti and Uska Bazaar far more than he can do. Being a Tahsili, the number of persons travelling to this place is considerable. A Head Constable and two Constables are required.
Naipalganj	2	This is on the Nepal frontier, and at present there are no Police for protection. Two men are required, and they should be armed with swords.
Nanpara	1	Nanpara is the next largest town in the district of Bahraich, and the Raja has powers of a First Class Magistrate. The traffic here in consequence is very great. A Constable is wanted.
Reserve	1	5	...	...	1	9	The Reserve, including detectives, allowed with the Inspector and Sub-Inspector during the leave season, and owing to illness among the men on the line it is generally exhausted. The number of men noted is fully required.
TOTAL	...	1	1	5	17	1	1	7	34	

T. J. RYVES, CAPTAIN,
Assistant Inspector-General, Govt. Railway Police,
North-Western Provinces and Oudh.